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ABSTRACT

This report is an analysis of issues in Alaska's elementary-secondary education system, based on 25 position papers delivered at a Center for Northern Educational Research forum in 1973. The forum arose from the widespread perception of need for educational reorganization and a concern about equal educational opportunities for Native Americans. The papers examined 10 broad options for reforming Alaska's school system, consisting of 29 local school districts, the Alaska State-Operated School System (ASOSS), and rural schools operated by the U.S. Bureau of Indian Affairs (BIA). Regionalization of Alaska education is a subject that received considerable discussion in the papers. The major desire was for larger units to perform central office functions such as budgeting that local boards were reluctant to do. The analysis observes real and deep dissatisfaction with educational delivery in rural unorganized boroughs, and extensive controversy as to the best change strategies. The existing centralized ASOSS administration was perceived as being inefficient and frustrating to local leadership. ASOSS and BIA were seen as inhibiting rather than promoting educational improvement. The document makes many recommendations, largely concerned with legislative reform directed at reorganizing educational delivery in the unorganized boroughs. The recommendations are made in the hope that local initiative can join political reality for effective and reaching change. An appendix includes all the position papers and edited transcripts of other forum presentations. (TES)

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PREHIGHER EDUCATION IN THE UNORGANIZED BOROUGH: ANALYSIS AND RECOMMENDATIONS

ED325283

With Appendix

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Center for Northern Educational Research

University of Alaska

Fairbanks, Alaska

1974

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PREHIGHER EDUCATION IN THE UNORGANIZED BOROUGH:

ANALYSIS AND RECOMMENDATIONS

WITH

APPENDIX

Prepared at the joint request of

The Alaska Legislative Interim Committee
on PreHigher Education, and
The Alaska State Department of Education

in cooperation with

The Human Resources Committee of
the Alaska Federation of Natives

by

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"The political process is one of trying to reach some sort of workable agreement among various ideas. To demand that this process be eliminated from educational policymaking is to eliminate an element which is essential to improving program: public discussion."

Wilbur J. Cohen, Dean, School of Education, University of Michigan. The University of Chicago School Review. Volume 8, Number 1, November 1973.

PREFACE

In recent years much attention has been focused on the rural areas of Alaska. The education of the Native population in rural villages statewide has become a major segment of this attention. Public policies, developed through acts of the Legislature, such as the establishment of the Alaska State-Operated School System, increasingly have been questioned by a broad cross section of Alaskans, especially Native leaders who have criticized the effectiveness of the educational system. Many individuals and groups have brought forth a variety of statements proposing far reaching changes in prehigher education in the unorganized borough. Legislation addressed to reconstituting the Alaska State-Operated School System as an outgrowth of this movement was introduced in 1973 in identical House and Senate bills (HB 192 and SB 122). After undergoing radical rewriting in the Senate Health, Education and Social Service Committee and the Senate Finance Committee, the bill no longer spoke to the major issue of rural education. At the time the Legislature recessed, bills were pending in the House, including the Senate version which had been amended to speak only to the subject of military on-base schools.

With the establishment of the Center for Northern Educational Research as an educational policy analysis and research institute of the University of Alaska in 1971, the policies affecting the education of Alaskan Natives were soon identified by the Center's Advisory Council as a critical topic. Thus, the Department of Education requested the Center to initiate a study on the delivery of educational services in the unorganized borough, and the Interim Legislative Committee on PreHigher Education of the Eighth Legislature identified decentralization of the Alaska State-Operated Schools as the subject it wanted to study. It was recommended the Center draw together all parties concerned with this topic and design a study leading to conclusions and recommendations that the Legislature could draw upon when considering the issue.

As a condition necessary to make an adequate analysis CNER recognized that the shortcomings of analyzing this problem in the past had been inadequate acquisition of input from the people the system was designed to serve. Thus, the collection of data was centered around involving of many groups of rural residents and Native leaders.

Identifying educational power and the individuals and groups involved is one means of studying how the educational decision-making process changes. Ideally these changes lead to new public policies. It was this concept that guided CNER staff in designing, carrying out the study and making the analysis that is embodied in the following report. This paper represents what is expected to be the first in a series of policy analysis reports to be issued by CNER as a forerunner of University of Alaska contribution to the improvement of public education throughout the State.

The study has been made possible through the involvement of a great many groups and individuals. To recognize them all at this point would be a lengthy process but in particular acknowledgement is made of the following

of whose contributions have been essential in the development of the study and the report: Members of the Center for Northern Educational Research's Advisory Council; Dr. Marshall Lind, Commissioner of Education; Senator Lowell Thomas, Jr., Chairman, Legislative Interim Committee on PreHigher Education; Mr. Mitch Demientieff, the Alaska Federation of Natives' Human Resources Committee Chairman; Mr. and Mrs. Dennis Demmert, research associates at CNER and graduate students at Boston University; Dr. Lou Jacquot, former Director of Native Affairs, CNER; and Senator John Sackett, Chairman of the December Forum; and especially the people of the unorganized borough whose input was essential to the study. The contributions of Judy Mimken as editorial assistant and Karen Estrada as typist in the preparation of this manuscript are gratefully acknowledged.

Financial support enabling the various meetings reported in the paper and staff time permitting the analysis of the data and writing of the report have come primarily from a grant to CNER from the Ford Foundation. Supplemental financial support was provided by the Interim Committee on PreHigher Education of the Alaska State Legislature for the December Forum. Appreciation is extended to these two groups for making the work possible.

To all others connected with this research and analysis the writers are grateful. Omissions, errors or faults, however, are the sole responsibility of the writers.

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- Table of Contents -

Analysis and Recommendations

Page

Preface iii

Introduction 1

Methodology 9

Data Summary and Discussion 15

Conclusions and Recommendations 33

Photographs facing 26 - 27

APPENDIX (55)

Table of Contents 3

8

INTRODUCTION

Throughout America school systems have historically been organized on principles of democracy, but not so in rural Alaska. There is in Alaska an overly complex three part system of public elementary and secondary education, only one of which includes any real measure of input from the people it serves. The three parts of the system consist of: (1) twenty-nine local school districts with locally elected policy-making boards, (2) the Alaska State-Operated School System (ASOSS) serving rural village and military on-base schools in the unorganized borough, and (3) a system of Federal schools operated by the United States Bureau of Indian Affairs also in rural villages of the unorganized borough.

The first two parts of the system are organized to function under the responsibility of the State. The State Legislature allocates all or the major share of financial resources for the support of each of these two systems although through different and inherently inequitable arrangements. These inequalities stem from two main contrasts between local school districts and the State-Operated School System. First, local school districts augment State support with local taxes in varying degrees dependent on local circumstances, whereas there is no local tax collection in the area served by the ASOSS. Second, local school districts are permitted through State rules and regulations to have local policy-making authority, while schools in the State-Operated System at the local level are permitted by law only advisory status in school operation. Policy-making in the ASOSS is centralized in a single statewide board of directors consisting of seven members appointed by the governor.

The third element of the tripartite is the Federal system of rural schools for Alaskan Natives operated directly by the U. S. Department of Interior's Bureau of Indian Affairs. Policies for the BIA schools are determined by the executive and legislative branches of the Federal government, representing yet a third and even more remote level of control.

Three completely different administrative and policy-making arrangements must by their very nature be inherently unequal. These arrangements at the very least guarantee an inequitable distribution of financial resources, policy control, and educational opportunity, thus thwarting the intention of the Constitution calling for State responsibility for the education of all of the children of Alaska. In nearly all instances elsewhere in the United States the people of local school districts are permitted through legislative action to exercise local control by means of an elected school board. Because their school boards are only advisory, the residents of local communities with State-Operated Schools or who are under the BIA system have no legal authority to determine the educational programs designed for their children. The merits of either arrangement are open to question, but in Alaska the opportunity for debate has never been fully exercised.

Expressions of the need for reorganization of the State education system in light of the above leading to the possibility of improved educational services are currently coming from many sectors of the Alaskan society. More notably, among the Native communities throughout the State the issue of equal educational opportunity has become a major concern. Nevertheless, reorganization has been slow in coming, and these inappropriate structures persist.

Two main factors render Alaska unique in its demand for singular solutions to educational problems - its physical environment and its cultural diversity.

The physical environment presents unique problems of distance, capricious weather, and small population concentrations which render unfeasible the development of effective educational programs along the traditional lines of those functioning in Alaska's larger population centers which tend to reflect school systems all across the country. For these same reasons the physical environment contributes even more significantly to the ineffectiveness of centralized administration schemes such as currently exist. Likewise, the harsh climate, vast distances and sparse population make statewide communication, transportation and supply difficult and create problems of logistics and personnel. Because these factors result in the need for large financial commitments to administer and maintain rural schools, the wisdom of an additional central administrative level is questionable from the standpoint of cost efficiency.

The cultural characteristics of Alaska's rural population are dramatically different from the cultural characteristics of the dominant population of its cities and those outside Alaska. By virtue of its diversity the cultural setting must be considered unique and educational programs to be effective must contain provisions responsive to its plurality. The present systems seldom do. Furthermore, rural economic conditions are such that education in the traditional American sense of preparing pupils to assume mid-American life styles is not necessarily consistent with the physical surroundings, the economic goals, or the cultural backgrounds of the people. Since most of the Native population is presently distributed in widely separated, isolated communities which have not until recently afforded financial opportunities for much more than a subsistence life, it has been difficult for the people to acquire an equitable share of the rapidly growing Alaskan economy. It has also become more difficult to exist by means of traditional subsistence methods because of increasing rural populations and an increasing dependence on materials only available through a cash economy.

In the least it may be considered an unfortunate set of historical circumstances that a school system developed in the continental United States to meet one set of physical circumstances, cultural values, and economic needs has been literally transplanted to rural Alaska where totally different needs prevail. We now recognize that the transplanted school system cannot be expected to succeed except perhaps for a small segment of the population it touches.

The existing distribution of State and Federal school administration in the rural areas apparently came about because of unusual historic circumstances, but it was no accident that its earlier purpose was to segregate Natives and non-Natives. Currently each agency seems unable to avoid the goal of educating Alaskan Native children in the traditional pattern of American education, encouraging "acculturation" into the ways of the dominant western culture, even though both agencies have lately embraced some exemplary programs to reverse this trend. While there is more cooperative effort today than ever, each agency appears to proceed in isolation from the other by separate administrative means and processes just as they always have from the inception of each system.

Two important observations may be made from a review of the historical root of discontent with this situation. First, the prevailing attitudes of policy-makers over the years have vascillated between the promotion of programs leading to the assimilation of the Native population into the dominant society and the promotion of programs leading to the retention of Native cultural heritage. Such ambivalence has promoted confusion in the mind of the education consumer as to the goals of education and has contributed to the erosion of his self-confidence in making his wishes known. The second root of current discontent is that from the very beginning members of the dominant "western" society have developed education programs in Alaska under the premise that they knew what was best for Native education without affording Native people a major share in the decision-making. Programs have been developed for rather than with Native people.

It seems clear that Native self-determination now being demonstrated on many fronts is the necessary factor heretofor lacking for achieving progress in removing inequality in education. Prior to current times, few organizations had shown concern for this issue. Now, however, the Native residents of the areas served by the schools themselves are drawing the matter to public attention much more rapidly and forcefully than ever before, especially through their official regional and village association spokesmen. Rural residents, non-Native as well as Native, point to the need for change in educational programs. Many feel that such changes are unattainable without substantial restructuring.

Opinion frequently divides in Alaska over which system, BIA or ASOSS, is more responsible for low pupil attainment or achievement rates of Alaskan Natives. However, whether a rural school is BIA or State-Operated is immaterial; each component of the dual system has certain characteristics that have contributed to the situation, but not because one is BIA or State-Operated *per se*. Because program differences between State and BIA schools are unimportant to the issue at hand, debate over the superiority of one and the inferiority of the other serves little purpose. The inadequacies stem from the inherently unequal three part system and the inability of centralized distant systems to respond adequately to local conditions.

No legal obstacles have ever existed to prevent a merger of the two existing rural education systems. That they have not merged, however, is not surprising. Few governmental bureaus with central authority have ever knowingly abetted their own demise. Furthermore, it is likely that the Federal operation of schools in Alaska has never seen serious legal challenge by the State because of additional expense to the State were such a challenge to succeed. However, issues associated with financial support of the rural schools, although involving millions of dollars annually, should cease to retard the State from fully realizing its Constitutional responsibility to provide for; not just "see to" the education of all its children.

Recognition of the problem by the agencies involved is now real with formal statements by agency officials calling for the issue to be reconciled. Conversely, the very nature of governmental units and the inertia inherent in their structure when change is called for also clearly exists. Nevertheless an awareness of the Native position and culture by the non-Native society hithertofore unrecognized or unacknowledged introduces a new and positive element. The social climate of current times strongly implies potential for change. The current situation, therefore, embodying an awareness of the needs for change and an environment receptive to change, provide a most favorable climate for creating a totally different educational structure for rural Alaska.

The conflict in Alaska revolves around who shall decide what should be taught and in what manner. Lay spokesmen from the rural areas are clearly expressing dissatisfaction with what is being taught and how. The elements of contention are primarily the extent of local participation, policy-making and power in the educational process. But it must be stressed that these three elements, though necessary for better schools, are not a guarantee of improved education. In short, local control is a necessary but not a sufficient condition to improve the quality of education in rural Alaska today.

The report that follows is the result of a study that has spanned nearly one year, and the conclusions and recommendations reflect input from a significantly large cross-section of Alaska, especially from those from remote rural areas. The data collected over this period were gathered to provide the most comprehensive basis for rational discussion possible. Our purpose was not to bring all previous constituents to a point of consensual agreement since the variety of conditions in the unorganized borough suggests the best plans are apt to be those which provide a variety of local solutions. Rather, our guiding goal is to assist those in all positions of legal authority to make the most broadly informed decisions possible.

We recognize there is a fine line between an interpretive analysis and the imposition of bias. Thus, we present the following with the understanding that there may be those who desire to take exception to our findings or debate our analysis. This we welcome. The materials from which we have drawn our report either appear as an appendix to this paper or are filed at CNER and are available to the public [including transcripts of five extensive conferences and related documents]. The reader is invited to examine this material in detail and draw what ever conclusions his own analysis may lead him to.

The remainder of this report is divided into three main sections:

1) a methods section which describes the process of the study;

2) a section in which the data are summarized according to principal theories identified by CNER as pertinent,

3) a section itemizing our conclusions drawing on our interpretive analysis based on the data summary and our own background gained through the entire study process.

METHODOLOGY

The purposes of this section are: (1) to review briefly why and how CNER went about a study of education in the unorganized borough, a process of about one year's duration which culminated in the production of this report, and (2) to describe specifically how data was generated and utilized in preparing this report.

Organizations Involved:

While the rural education system in Alaska is the concern of many groups and individuals, the sponsorship of this study specifically involved, along with CNER and its Advisory Council, the following:

1. The Alaska Department of Education,
2. The Alaska Legislative Interim Committee on PreHigher Education, and
3. The Human Resources Committee of the Alaska Federation of Natives

Chronology of the Study:

January 8, 1973	Letter from Marshall L. Lind, Commissioner of Education, requested CNER to convene meetings with a small group of rural consumers and professional agency representatives to gain input on the issue of education in the unorganized borough and to make known their recommendations.
February 15, 1973	Meeting at CNER of the Policy and Evaluation Advisory Council of CNER. Council consisted of statewide Native leaders, legislators and agency heads. Began discussion on educational services in the unorganized borough and potential decentralization of the Alaska State-Operated School System. State Senator Willie Hensley chaired the meeting.

March 5, 1973	Rural Input meeting in Juneau consisted of Alaskan residents from rural areas. The group met on its own in an attempt to allow true "grass roots" expression without outside interference. Meeting Chairman was Harold Napolean, Director, Yupiktak Bista.
March 6 & 7, 1973	CNER Advisory Council convened in Juneau to continue discussion begun February 15 on decentralization of ASOSS. Met with participants of Rural Input meeting. Meeting chaired by State Senator Willie Hensley.
June - August 1973	CNER staff members studied, discussed and compiled materials of the last two years related to issue of education in the unorganized borough. A preliminary list of nine proposed alternative actions, or options, for optimizing local control in the unorganized borough was identified and included with the compiled material.
August 21 & 22, 1973	CNER Advisory Council and Legislative Interim Committee on PreHigher Education met jointly at CNER to discuss the feasibility of the options identified by CNER and related issues. Meeting chairmen were Mr. John Shively, Executive Director, Alaska Federation of Natives, and Dr. Frank Darnell, CNER Director.
September 21, 1973	The Human Resources Committee of the Alaska Federation of Natives met at CNER to discuss the desirability of the identified options and related issues. Meeting chaired by Mitch Demientieff, President, Tanana Chiefs, and Committee Chairman.
October - November 1973	CNER staff members visited with educational agencies, regional corporations, and other interested groups to discuss the preparation of position papers for the December Forum. All parties expressing interest were sent a paper entitled *Developing a Position Paper on Education in the Unorganized Borough*, (see appendix, page 9ff.,) which included a general discussion of the problem and process; ten general options and a brief description

	of each; and a detailed list of factors to be considered in describing and further specifying the chosen position. An announcement of the December Forum and of the availability of the above paper was publicized through statewide distribution of a press release.
December 10 - 12, 1973	Forum on Education in the Unorganized Borough was held in Anchorage. Meeting included formal presentation of position papers from any interested group or individual and discussion. The meeting was held under the auspices of Senator Lowell Thomas, Jr., Interim Committee on PreHigher Education and CNER. State Senator John Sackett was chairman.
January 1974	CNER staff collected, collated and analyzed the data from the above meeting, formulated conclusions and recommendations, and wrote a report for the Legislative Interim Committee on PreHigher Education.

Documentation Generated by the Process:

The involvement of CNER in the study of education in the unorganized borough has produced the following written materials. As written evidence they can be used by others as well as CNER in considering the problem. Documentation includes:

1. Transcripts of the meetings of February 15, March 6 and 7, August 21 and 22, September 21 and December 10 - 12. These are on file at the CNER office.

2. Delivery of Educational Services to the Unorganized Borough: A resource Paper, Volumes I - IV. This was compiled during the summer of 1973 and made available on a limited distribution at that time. The compilation includes papers on: the CNER Process, Legislation and Legislative Views,

Client Positions and Testimonies, and ASOSS Papers. It was further edited and updated for the December Forum and distributed widely to those attending and others requesting it by mail. A limited quantity of the set is still available from CNER. (The Table of Contents of Volumes I - IV is included in the appendix, page 177ff., of the report).

3. PreHigher Education in the Unorganized Borough: Analysis and Recommendations. The first volume includes CNER's analysis based upon consideration of the position papers presented at the December Forum and the study as a whole and conclusions and recommendations for a legislative audience and other concerned parties. The second volume is the appendix to the report. It includes all position papers formally presented at the Forum plus the related documents referred to in the report. The process by which the report was put together is described more fully below.

This Report:

PreHigher Education in the Unorganized Borough: Analysis and Recommendations was written by CNER staff following the December Forum. It was based mainly on the happenings at that meeting as the culminating event in a year long process of studying the issue and encouraging others to do the same.

The problem of rural education in Alaska is complex. The introduction to this report briefly described some of the issues that form the context or setting for later issue analysis.

Each of the position papers formally presented at the Forum was considered. This includes those that were presented orally only, using the transcript, and those that were mailed in for distribution, as well as the bulk of position papers which were presented in both oral and written format. There were twenty-five (25) position papers from the Forum plus two sent in after the meeting (see appendix, p. 15ff.,). Those whose papers were taken from the transcript reviewed the edited papers for accuracy. (Also included in the appendix, page 137ff., are several of the resource panel presentations which were later edited and resubmitted for publication by the speakers).

The staff developed two formats for reviewing each position paper which follow the suggestions given for writing position papers (see appendix, page 9ff.,). Each paper was coded on a matrix by position(s) taken, (1 - 10), and by factors included, (structure, finance, quality education, transition; legislation, and other circumstances), allowing for indications of positive/negative and specificity/intensity of statements. This was an internal process to develop some overall feeling and was used only as the background work in data collection and collation for the data summary chapter. (The type of "data" referred to here are descriptive and qualitative in nature and do not lend themselves to quantitative or counting procedures).

The next step in the data review was to describe in summary fashion the implied conditions or actions on the basis of the above examination of the data, continuing the position/factor approach. At this point CNER recognized fully the general nature of much of the data and its responsibility to combine and weigh what had been said with the staff's professional judgments of the situation. This policy was even more apparent in the final chapter in which the need for infusion of professional judgment in drawing together an integrated set of conclusions and recommendations was greatest.

DATA SUMMARY AND DISCUSSION

In this section, the authors summarize and discuss the postion papers presented at the Forum (appendix, p. 15 ff.,). These papers and their discussion at the December Forum represent the culmination of the total study process up to the beginning of the present report.

Nine options (ten, if "undiscovered options" is counted) were described in "Developing a Position Paper" (see appendix, p. 9ff.,), to help those writing papers for the Forum to organize their thinking about education in the unorganized borough. Also, it was hoped that the options would provide some consistency across papers for analysis purposes and lessen the confusion of terms and definitions being used. The options were general in nature, not specifying how they should be implemented or by whom, thus allowing for a variety of suggested plans to bring them about. Some of the options could overlap one another and others were addressed to only a narrow range of concerns. The short title given to each option was:

1. Local School Boards
2. Regionalization
3. Education Contract
4. Municipality
5. Second Class City
6. Status-Quo
7. Transition
8. On-base Schools
9. Statewide System
10. Undiscovered

"Status quo" received no official endorsement except by ASOSS itself, and indirectly by the BIA, to continue operating as currently conceived.

Many took strong stands against "status quo":

> ... one consistent demand running through the responses is the rejection of continued operation under State-Operated Schools. (M. Armstrong, ASOSS Administrators)

and

> Due to the large size and varied socio-economic backgrounds of the people of the unorganized borough, it is impossible to expect that one administrative unit could reflect and implement all of the concerns and desires of each village. Some of the major problems ASOSS has had were because of this impossible situation in which they were placed. (G. Ward, District One Education Association)

The ASOSS Board of Directors were said (S. Friese) to have reversed an historically bureaucratic attitude in dealing with rural education and to have actively sought feedback from the people of the unorganized borough. It was also stated that: "Many people from many villages throughout the system have expressed their appreciation to ASOSS for its interest and have said so to the various committees and panels which have been studying the problems of decentralization." (S. Friese, State-Operated School System) This view was not supported by other participants at the Forum where direct consumer comments made through position papers included:

> Retain status quo. Too much frustration for everyone concerned and it is the children who really get hurt. (R. Clark, Bristol Bay Native Corp.)

> Status Quo Option - there is a definite need to move away from the rule of ASOSS which is an organization of two distinct types of schools (village schools and military schools) neither of which it seems to know the problem of ... The main operation in Anchorage is geared to run CITY SCHOOLS and not "bush" or village schools. (P. Mendenhall, Kawerak, Inc.)

> We the people of Tanana, Alaska feel that it is impossible to obtain optimum conditions for educational programs under the

> present operation of Alaska State-Operated School System. (M. Demientieff, Tanana Chiefs Conference, from a letter written by Edwina Moore, Chairman, Advisory School Board, to Senator Lowell Thomas)

Though some positions indicate that ASOSS should be completely and rapidly dissolved, several papers spoke to modified forms of ASOSS which, for the most part, can be summed as follows: (1) There are some good people and programs at ASOSS which might continue through a restructured agency; and (2) There are some central office and/or regional office functions which need to be performed, (for example, media services were frequently mentioned). However, it was generally commented that such an agency should have no administrative functions but serve purely a service function.

Additionally, the possibility was raised of ASOSS continuing for a period in a modified form by delegating increased powers to advisory boards. A current legislative amendment (to C.S.S.B. 122) speaks to this and would allow advisory boards to request such delegation of power from the ASOSS Board, to be granted at the Board's discretion. This possibility was not widely supported.

"Local control" of education, though not a specified option, was mentioned in almost every paper presented as a desired goal. "Local" can be considered a relative term in relation to the location of the present power structure and it means different things to different people. This became most obvious given the varieties of mechanisms proposed to achieve local control.

Regardless of choice of delivery mechanism or option, most positions recognized the need for "transition" or a transitional stage. However, on the timing of such a transitional stage opinions varied widely. Some said changes should be almost immediate, at the end of the current fiscal year. For one reason, the present system no longer was considered desirable. Others thought transition should be lengthy because of the need for planning and training and the many conflicting demands on manpower in the villages.

Several position papers recognized local differences that might be accommodated through the transition option. Some thought the change-over to local control should vary depending on the readiness and willingness of each location. Along these same lines, people took positions against mandating or legislating any changes. Such initiative should come from the local level, and more information was needed, especially in finance, before such decisions could be made knowledgeably.

That local people tended not to want change forced upon them is consistent with stated ASOSS policy:

> ...to permit the local school or local area to assume more local control, and thereby effectively decentralize the system rather than having the terms of decentralization thrust upon them. (S. Friese, State-Operated School System)

However, it was also noted that though ASOSS claims to be working itself out of business, this is not the trend it is taking today, or it is not moving fast enough. Whatever transition period is decided upon, it should include specific dates and goals.

While the BIA position did include specific dates and goals for transition by stating as an objective that all Bureau schools throughout the United

States" ...will, by 1976, be operated by a management system chosen by the beneficiaries of that school--either Indian operation, public school or BIA," (E. Kowalczyk, Bureau of Indian Affairs) it should be pointed out that both agencies, BIA and ASOSS, allow for their continuation by keeping themselves as options for an indefinite period of time.

There were also some options that received almost no attention or provide little meaningful information. There was no substantial identification of options under "other"--those options not previously identified. This may be in part true because those options listed were very general and could be combined in such a way to fit any of the positions presented. Also, the positions as identified came from suggestions from a mix of audiences the same or similar to the persons attending the Forum and may have captured, in general terms, the totality of possibilities under consideration. The "second class city option" was only chosen once and was not considered viable by several others. "Education contract option" was not popular, and it was mentioned only a few times in terms of military contracting with adjacent boroughs and once in connection with BIA.

The option for a "statewide system" received only slight attention and seemed to be misunderstood in several cases. Those who were for it tended to see it as merging ASOSS, BIA, and district schools into one DOE system. Those who were against it seemed to read it as implying that all schools would be administered as one district, in much the same way ASOSS now has control in the unorganized borough.

The "on-base option" really was not a definite option, indicating only a change in the present system. Thus its choice indicated only a desire to change to some unspecified manner of operation. Since the military problems are distinct from the rural village situation, they are discussed separately even though both are currently under ASOSS.

The remaining three options which described possible structures for the delivery of educational services were each cited frequently in the position papers; each being mentioned positively by better than one-third of the papers received. They are:

"Local School Boards"
"Regionalization"
"Municipality"

It is important to keep in mind that options were general in nature and, depending on how defined by the presenter, were not necessarily exclusive. In other words, one could logically choose more than one of the above as the basis for a position. Indeed some papers incorporated all three of the above options in their presentations.

The local school board option caused some confusion. As the option was defined, it indicated a board in each village although that would not necessarily imply a school in each village in that the way each board would supply educational services was left open. Several papers seemed to equate local boards with local control, which could be referring to any structure located geographically closer to the community than Anchorage, the present administrative location. Local board option was generally sought to allow parents to assume more responsibility for the education of their children and to make that education more relevant. They spoke particularly of control over choosing curriculum and teachers. Local boards were also mentioned in connection with each village being allowed to decide for itself how and when to take charge of education.

Those who opposed local boards had little argument with the philosophies expressed above and were basically supportive of the local control emphases of these arguments. They spoke more to the practicality of the arrangement. Local board option was considered too expensive, too great a drain on manpower, and in one case, too vulnerable to village politics. Some mentioned that most communities were too small to have schools that were efficient to run and could offer quality education.

Mentioned favorably by many people under all three options under discussion was a type of "local" school board that would serve a number of communities with representation to be based on village unit rather than one-man, one-vote. This took several different forms. Some envisioned a local or village board delegating powers to a regional unit which would perform services at the pleasure of the local boards. Others envisioned direct village representation on a larger area board. The question of where the actual Local Educational Agency (LEA) power should be lodged or whether and how it should be split between a village board and a larger unit board was not clearly nor consistently answered.

Comments made under Local School Board or referring to local boards that were fairly consistent can be summarized as follows:

1. A school in every village is not the main concern;

2. Residents of rural communities want control over education programs and policy as given to citizens in other areas of the State;

3. One-man/one-vote is not an acceptable form of representation on any type of area school board.

Regionalization and municipality discussions often considered local school boards as described above. These options also are not necessarily conflicting. A municipal form of government is a type of regionalization and refers to the possibilities under current municipal law. Under such law, first class cities and all borough forms of government (first, second or third class) are responsible for education (see chart in appendix, p. 173 f., for a simplified description of forms of local government).

The Department of Education endorsed the municipal option, referring to the Hootch vs. ASOSS case in its position paper, quoting the following:

> Consistent with a Constitutional mandate to maximize local government and local government authority throughout the State of Alaska, and to avoid overlapping and inconsistent levels of government, our Constitution provides for only two types of government--cities and boroughs.

The DOE position paper went on to say:

> In accordance with this mandate, the Department looks toward an educational plan for the unorganized borough which will consider the larger question of municipal and regional governance in total. On the other hand, the Department would reject those alternatives which 1) impose or suggest additional or new forms of government, or 2) which interfere--either initially or in longer term--with the orderly process of governmental organization in the unorganized borough.

Several corporations and current advisory school boards mentioned consideration of the municipality option, often the third class borough. However, such consideration included concern over the question of adequate tax base. (Note that third class boroughs are not required to assess or collect property tax and that education is their sole mandated responsibility). Financial information on cost of running local schools has not been made availabel by ASOSS nor have communities been generally able to predict State funding if they switch to a municipal form of government. Of those considering finance, the suggestion for full State funding of the foundation formula was the most frequent response including DOE among its supporters. It was also pointed out that some communities already come very close to that under the current formula, combining foundation and other State and Federal monies.

Another consideration which qualified support for the municipality option was one of representation. As mentioned previously, representation by village was considered necessary. One corporation said it would look favorably on this option if the representation problem could be met satisfactorily. The NEA-Alaska paper suggested a modification in the third class borough law to expand the number of representatives permitted on a borough school board allowing one member from each village plus additional representation for larger populations.

The North Slope Borough representative spoke of their experience as a newly organized borough and particularly to the issue of local control and an area wide board:

> The North Slope Borough School Board has already adopted the position of favoring local school board control at the community level with the elected borough board concerning itself more

> with area wide problems. In fact, the borough board is functioning more as an advisory group while the local community boards play a decision-making role in matters relative to individual school activities.
>
> The central administrative unit handles area wide matters not related to daily operational problems at the local level and functions more as an advisory and resource unit. The position of the North Slope Borough is therefore that local control is desirable where ever possible.

There was also considerable commentary on regionalizing that did not refer to the municipality option specifically, chose some other form, or discussed other forms along with consideration of municipality option. Some comments were non-specific, simply preferring a regional delivery system to the present one, in that it would be closer and hopefully more responsive to the clientele. Some referred to regionalizing those village services now performed by ASOSS as support service centers with no administrative powers or only those contracted by local boards, or, in one case, for those who did not want to be independent. Some talked of a service area together with independent districts with the locus or distribution of powers unclear as mentioned above. There was some mention of regional districts, assumed or specifically mentioned to follow corporation lines, where local boards would delegate powers with representation on a per village basis. The major concern seemed to be to have a larger unit to perform central office functions such as budgeting and audit that the local boards did not want to do themselves.

Positions regarding the delivery of education services on military bases have different concerns and suggested solutions from the rural areas. The teacher association for the unorganized borough (District One Education

Association) supported absorption or contracting with the adjacent borough except for Adak and that operation by ASOSS should cease as soon as practical. Elmendorf Education Association separately presented a paper for this position, specifying preference for a contractual arrangement with the Anchorage Area Borough School District. The Advisory School Board of Elmendorf preferred an educational service area for all military bases or, second choice, for themselves alone. Fort Richardson's Board recognized various alternatives, cited the need for more information, especially financial, and would require any solution to include full and equal parent representation in policy-making and governing bodies. Fort Wainwright Board supported contracting to the adjacent borough though it was also concerned for meaningful representation. The Alaskan Command also stressed concern over the representation of military parents while recognizing that the responsibility for the education of all children within Alaska rests with the State. They also noted concern over finance under a new system. The Command recognized that each military base is a separate situation.

Among others whose position papers were concerned with the military were the ASOSS administrators who expressed the desire of on-base administrators to have a contractual relationship with the adjacent borough. Several less directly related papers made additional comments about the failure of attempting to run both rural and military schools under one administration and to the necessity of considering rural and military solutions as separate issues.

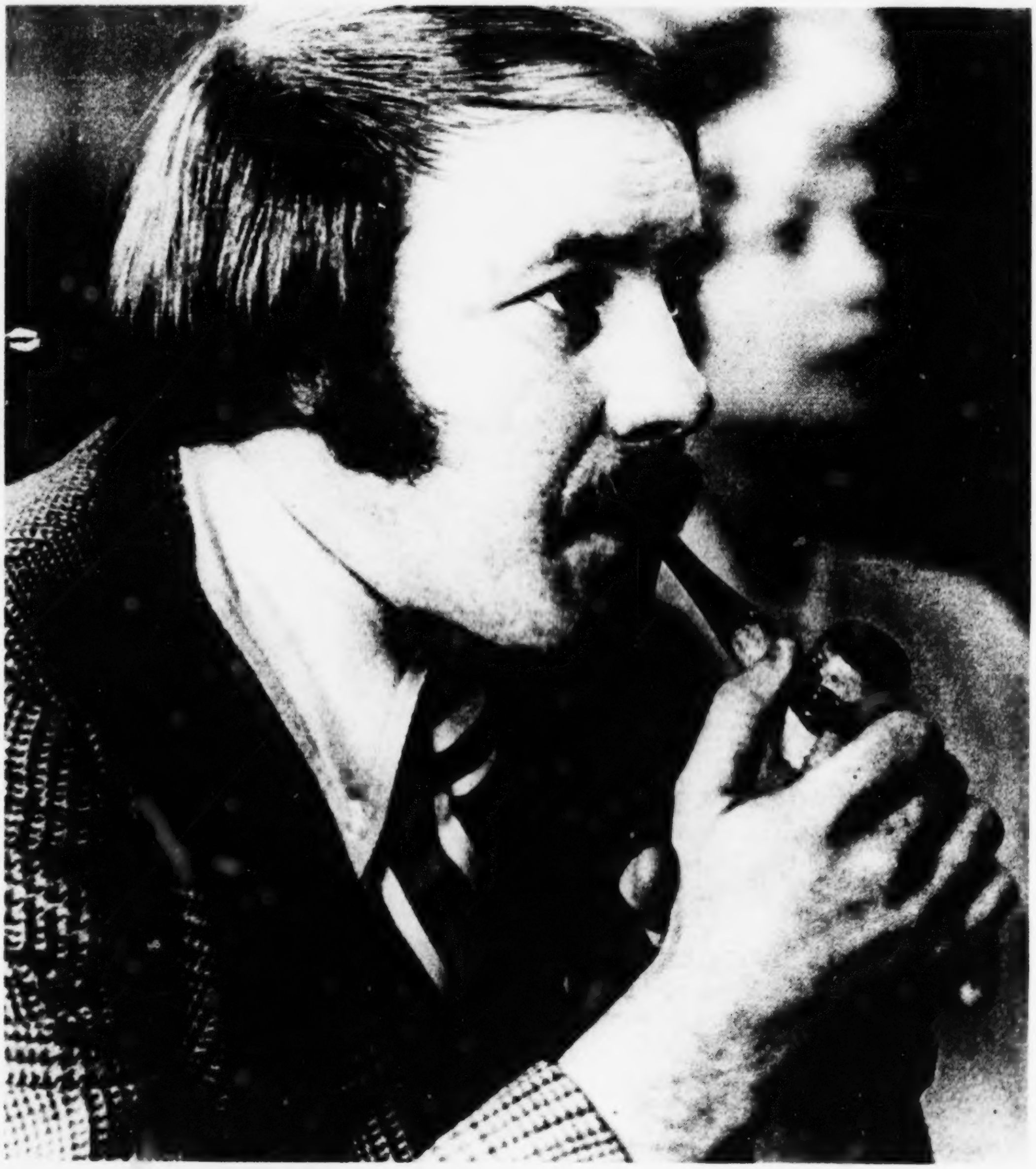
Besides being requested to choose an option or options, presenters were asked to further clarify their position by discussing how it would be implemented. In "How to Write a Position Paper" CNER suggested a number of factors having to do with running a school system and the rural Alaskan context. The following describes how the position papers related to certain of these factors. This additional material may be classed generally under three main discussion headings: 1) finance, 2) legislation, and 3) educational quality.

Beginning with the Department of Education presentation, a number of important points were made regarding school finance that serve as a background for evaluating other positions expressed. First, there are three separate methods of school finance in Alaska pertaining to 1) local city and borough school districts financed under the Alaska Foundation Support Program formula, 2) the BIA schools funded by allocation from the U.S. Congress, and 3) the ASOSS schools financed by Alaska State legislative appropriation. Second, the DOE considered the three type finance system detrimental to establishment and maintenance of comparable, high quality educational services throughout the State. Third, the DOE believed "...that the State must ultimately assume major financial responsibility for all elementary and secondary public education within its boundaries". In summary, DOE required that any proposed plan to equalize distribution of education funds in Alaska do so:

> ... 1) by placing all educational activity under the Foundation program.

Marshall Lind, Commissioner of Education; Genie Chance, Democrat, House of Representatives; and Katherine Hurley, Chairmanc State Board of Education

Photographs by Neal J. Menschel



Marshall Lind, Commissioner of Education

Panel Discussion

June Nelson, NANA Regional Corporation, Inc., Kotzebue; and William Demmert, Co-Director, Planning Team, Indian Education, U.S. Office of Education.

Stanley Friese, Superintendent, State-Operated School System

Robert Van Houte, Executive Secretary, NEA - Alaska

Emil Kowalczyk, Deputy Assistant Area Director, and Eva Kriger, Education Specialist; both of the Bureau of Indian Affairs.

Mitch Demientieff, President, Tanana Chiefs Conference.

Robert Clark, Program Planner, Bristol Bay Native Corporation.

Dennis Demmert, Consultant, Center for Northern Educational Research.

Louis Jacquot, Directorc Regional Native Affairs, Center for Northern Educational Research.

Martha Teeluk, Co-ordinator, Yupik Program, State-Operated Schools, and Genie Chance, Democrat, House of Representatives.

2) by extending direct, full State support to city and borough districts as well as the present ASOSS, or

3) by proposing a modified or new approach to the question of educational financing.

The remaining positions regarding finance clearly favored the foundation method as the main source of funds, but several expressed concern over the potential loss of some PL 874 monies were they to form a municipality. The latter position tended to come from military clients but not exclusively since the argument put forth in the Bristol Bay position made the point that the preferential PL 874 rate may be reversed if Bristol Bay area schools were to form a borough.

Two groups, Kawerak and Metlakatla, expressed the need to study the foundation plan further to assure that indeed it would provide adequate funding relative to what was now being received. Others called for additional investigation of the funding patterns. This level of inquiry suggests a substantial need for an in-depth study of the total statewide funding picture. The finance positions taken by the agencies, the ASOSS and BIA, can be inferred from the range of options they are willing to embrace, ranging from municipal structure to their own continued existence; the latter option presumably financed as at present.

The Department of Education again set the theme for discussion of legislation needed for bringing about satisfactory structures for education program delivery. DOE in general suggested minimum modification of the procedures for government organization. As such, DOE proposed no specific changes in current law but acknowledged some may be needed. Offering criteria for evaluating any changes in law, DOE would reject from endorsement any proposal that would: 1) prolong or widen the discrepancies among the current systems of finance, 2) call for creation of any special patterns of local government organization, or 3) mandate local action without accompanying financial support to the involved community.

The agencies currently managing Alaska's rural schools, ASOSS and BIA, both implied that no new legislation is needed since the movement toward local control is already part of their policy either by board decision in the case of ASOSS or by Congressional action as in the case of BIA.

While not all position papers spoke to legislation specifically for the military on-base schools, there seemed to be widespread agreement that on-base schools should be removed from ASOSS control. Beyond their removal from ASOSS the issue raised most often and most vehemently concerned the quality of representation afforded parents in on-base attendance areas. Pending legislation to place on-base schools under the control of the nearest borough was seen by the Alaskan Command as perhaps inadequately explored by the Legislature. It could result in less representation for military parents than under the present arrangement which the Alaskan Command considered "...provides for meaningful representation of the military parent at both the State and local (installation) level." Another specific legislative suggestion was to create a "military service area" of the military bases with schools with its own board controlling its operation and policy.

Of the other legislation themes running through the position papers two general ones seemed very important to nearly all clients. First, changes to some form of local control should not be forced or mandated. The reasons given centered around the necessity for adequate preparation. Related to this theme was another near universal request that whatever form the legislation takes it should provide for an orderly changeover. Finally, and consistent with the first two themes, a strong position was taken by nearly all groups that funding be made available for 1) local orientation, usually in the form of school board training and/or local community orientation, and 2) planning the organization of a local government structure to handle the education programming.

It goes without saying that all positions represented in the study wished to see the quality of education improved in the unorganized borough. But it was surprising to find that relatively few specifics were presented as to what should be included in education program content. Of those offering positions on program content, however, the message was quite clear: Education must be more responsive to the cultural and linguistic situation found locally. For example, the CHOICE program appended to the BIA position paper stressed the need for "... program which respects the values of Indian cultures [and] recognizes that diversity is needed and healthy since it promotes strong identification for individuals with a special life-way in which dignity and respect are rooted." Martha Teeluk, a Yupik language specialist with ASOSS, expressed the need for culturally relevant and up-to-date subjects such as the land claims settlement because it touches on so much of the future of Alaska Natives. Bilingual education possibly has more recent community support throughout rural Alaska than any other specific program in recent history and was mentioned in numerous position papers as the kind of program exemplifying what would happen under increased local control.

The fact that the background material for preparing position papers did not specifically call for attention to curriculum content makes the above findings that much more powerful. Their serious consideration thus seems worthwhile. At the very least such comments are indicative of some of the promising directions local consumers will take if more power is placed in their hands.

It is difficult to summarize the wide variety of opinions received on the options and their implementation. The reader is encouraged to review the position papers (appendix, p. 15ff.,) and draw his/her own conclusion. A few things did seem quite obvious. First, maintaining the current ASOSS system and its present pattern of operation was clearly not acceptable to anyone but its own Board, not even its own administrators who would be clearly affected by its demise. Second, though there is a wide range of opinion on how it should be handled, most presenters recognized the need for some type of transitional stage. Within this stage a heavy planning and training component would be needed.

Local control of education was a recognized goal of most papers, though this was not translated to mean a school district for every village nor even necessarily a local school board in every village. A variety of specific and non-specific plans were put forward to gain more local control through regionalizing the delivery of educational services. Here local representation was a large issue with those speaking to the issue opting for a village representation formula rather than a one-man/one-man vote scheme. Several incorporated both a local board and a regional entity with various power delegating and sharing concepts.

The most frequently mentioned specific mechanism for regionalizing services is the current municipal government law or some slight modification of it. Several participants are currently studying third class borough status as one possibility. DOE encouraged working within the currently available governmental form to avoid overlapping and/or conflicting lines of authority as rural area development progresses.

Many thought the community should make the decision concerning how and when to change. There was a clearly evident and voiced need for more information especially on questions of finance and municipal law before such decisions can be made in a fully-informed manner.

There was a clear mandate from both rural and military participants that their problems are distinct and that the issues need to be dealt with separately. Military options seem to be either to merge or contract with an adjacent borough where possible, with a large concern over parent representation.

The position papers contain a wealth of substance, factual and feeling, which seemed to lose much of its distinct flavor in the summarization process. It should also be noted that the following conclusions and recommendations rest heavily, though not extensively, on material presented and discussed throughout the study process, requiring less original input and analysis on the part of CNER than was originally anticipated. For these reasons, and, as mentioned earlier, to check out the authors' perceptions against one's own, the reader is again urged to review the position papers and other documents appearing in the appendix.

CONCLUSIONS AND RECOMMENDATIONS

The first and most obvious conclusion that may be drawn from the various data examined in our analysis is simply that there is real and deep dissatisfaction with the delivery of educational services in the unorganized borough and it is universal. Also there is extensive controversy as to the most reasonable means to alleviate the frustrations brought about by the inadequacies of the existing systems.

Equally easy to arrive at is the conclusion that the Act establishing the Alaska State-Operated School System (AS 14.08.010 - 14.08.150) was conceived with inadequate planning, only cursory input from constituents most likely to come under its influence, and lack of foresight as to its consequences.

Although there was no clear emergence of any single option expressed in succinct and direct terms for future direction of educational delivery services in the unorganized borough, there was unqualified agreement in all presentations, except by ASOSS itself, that the status-quo option, i.e., continuation of educational authority through an ASOSS central statewide board, is unworkable from an administrative point of view and unacceptable from an educational point of view. This is not a wholly unexpected outcome of the systematic factoring of input described above as the general mood throughout the State had earlier begun to reflect this condition. Though the argument against the status quo was generally directed at ASOSS, it also can be applied to the position taken by the BIA. The positive aspect that emerges from the universal call for the dissolution of ASOSS speaks to the need for genuine flexibility in any system and draws attention to the weakness of special legislation for special interests or areas of the State. Such arrangements for education in Alaska and elsewhere have consistently proven to be inherently unequal. The inequitable arrangements of the past and the current dilemma support this conclusion. No new scheme requiring special districting or regionalizing has been yet proposed for Alaska that has a likely potential for resolving rural educational issues without introducing more of the same kinds of problems since all have featured forms of school governance not provided for by Constitutionally sanctioned means.

In order that any plan be more than temporary the authority for controlling education should be aligned with the development of local governmental units as envisioned by Alaska's Constitution. If local control can be defined as that measure of control which a State delegates to local units of government, then the issue of local control of education cannot be treated separately from the broad issue of the creation of local units of government. And local government units formed around the delivery of education can provide the vanguard for local control over delivery of other governmental services. Therefore, the structure created to serve educational needs must be formed in anticipation of increases in appetites for control of other governmental functions. To ignore the need for legislative support to move toward creating local government units will only blunt the emerging desire of local citizens to assume the reigns and responsibility for their own destiny.

Local control of education in many regions is the main reason for creating local government units. All such creations, however, must await the readiness and desire of local people to assume control over them. The sense of the position papers leads to the belief that the main sources of constituent resistance to local government stem from 1) lack of self-confidence, understandable, in the light of past history, 2) groundless fear that the local tax base must be the primary source of local government, especially school, funding, and 3) an acute shortage of trained personnel to handle what must seem like the endless march of administrative details upon which their schools seem to thrive. To eliminate these sources of resistance and thus increase the incentive, readiness, and desire for local control, an intense period of information dissemination, planning and training must be provided for before action can take place. This will require a mobilization effort from every quarter, from the legislative appropriations to fund it to the work of local people to give it form and momentum.

Whether this apprehension over inadequacies in local tax bases is accurate or not, its removal as a source of resistance is predicated on the development of adequate financial planning and resources for areas now included in the unorganized borough. The State Foundation Plan has been shown not only to be more equitable for all but it is anticipated that it would also prove more cost-effective for the State than the current system in actually getting funds to programs at the local level because of the inordinate amounts now necessary to maintain a central administrative unit.

Locally responsive education is dependent on the creation of locally responsive governmental units. While local control is not a sufficient condition for improving education it is seen by CNER as a necessary condition at this time. Likewise while the creation of local units of government is not a sufficient condition for local control it is certainly necessary in order for local control to come about.

Reorganization on the basis of local government will require two additional provisions in order to be successful. The arrangement must be flexible enough to accommodate the varying conditions throughout the State and adequate time and planning must be allowed for local residents to understand the situation they are getting into to assure that the best possible informed decisions are made. These provisions to support the practical considerations necessary to bring about local control do not now exist in either the Alaska State-Operated School System or the Bureau of Indian Affairs. It is in this regard that the greatest potential for immediate development exists.

One of the primary purposes of an effective administrative structure is that the organization it serves operates at the highest degree of efficiency possible within the limits of its legal basis. Another primary characteristic of a viable administrative structure is that leadership efforts are encouraged and respected at all levels. The existing centralized administrative arrangement and operation of the Alaska State-Operated School System does not foster a high degree of efficiency and frustrates local leadership. All decisions dealing with the substantive matters of school operations must come from the top. Perhaps the individuals with the most uncertain professional position in the event of a major change in the ASOS System are the regional administrators. It is significant, therefore, that they have taken a strong stand for decentralizing ASOSS and have called for reorganization. Furthermore, many expressions by teachers and administrators in their anxiety to assume more constructive roles in the development of new educational processes and content eliminate the need of the central agency's role as the sole source of educational innovation and speak to the potential for improvement at the local level through local initiative. To a lesser extent this may also be said in the case of the BIA where the organizational structure may actually hinder leadership because of the many laterally organized divisions; rendering change and improvement within the system slow.

Some of the slowness of change is due to different perceptions of what decentralization means. The two agencies see decentralization as a tendency while consumers speak of it as an event. The two different interpretations lead to qualitatively different activities desired over the next few years. Decentralization as a tendency connotes an "allowance" of greater control bestowed upon the consumer at the pleasure of the parent agency. Decentralization as an event connotes arrival at a future defined state through a transitional process. The event has a defined end and a planned beginning, but the tendency has a defined beginning with no specified end other than to find that point where consumer pressure to decentralize is reduced.

At the village level new Native leadership is frustrated by both systems. For all practical purposes, village residents, administrators and teachers cannot participate in making educational decisions for themselves as decisions they might make have no legal sanction at the local level. Since the existing ASOSS organization discourages ideas, hinders leadership, and denies the principle of self-determination, a different administrative structure is needed.

The educational issues in the rural areas are so complex there is little likelihood that an appointed seven member ASOSS board with a minimum of four members from the rural areas has the potential to do what is expected of it by the clients of the system or to cope with the divergent problems bound to continue to reoccur under such an arrangement. Also, combining rural and military on-base educational responsibility under one board almost guarantees the probability of dissatisfaction with the system and assures inadequate understanding of the educational issues to be faced if not an actual conflict of purpose. The nature of the military on-base schools situation is so unlike that of the rural schools that it is necessary that the issues associated with on-base schools be resolved in a manner completely separate from the rural school issue.

Statements made by ASOSS officials during the past year at various hearings, meetings, and the Forum that the ASOSS is transitional in nature and has been constituted in such a way as to deliberately phase itself out of existence are inconsistent with the act creating it and the actual performance of its central administration. No section in the Act provides for transitional features. To continue to refer to the transitional nature of ASOSS where there is no legal means to provide for this condition only serves to confuse the issue and contributes to a sense of false hope for eventual local control by rural residents. Also, though the chief administrators of ASOSS may perceive that they have made progress in transition, area administrators and receivers of educational service at the local level do not.

Pending Amendments which would place the ASOSS board in a transition position of approving requests from advisory boards to assume meaningful decision-making powers are not considered advisable. The legality of such arrangements is considered highly questionable in light of the original charge and responsibility given to the ASOSS board. Even if authority can legally be delegated to bodies lower down the hierarchy such arrangements would be extremely clumsy with little possibility for changes at the local level. The lessons of history speak against the likelihood of a central agency itself relinquishing control.

One unfortunate aspect of the current so called statewide programs designed by the ASOSS is that they are not truly statewide. To call the system "State-Operated" is in a sense misleading as there are many existing small rural school systems organized as local district boards or BIA schools that have no involvement with ASOSS and thus receive none of the benefits originally conceived for statewide distribution. Certain State functions currently assigned to ASOSS need to be made available at the State level.

The position paper by the Department of Education is probably the most succinct, important statement in recent years to stem from that agency and reasserts the educational leadership role more forcefully than any administration since statehood. However, the position paper should be considered a forerunner of the type of educational leadership possible at the State level. It is not representative of past quality or commitment from that agency. This is no doubt due to many circumstances such as shortage of funds, occasional passive State school board members, and the general low esteem of some legislators for the educational establishment all leading to the inability of the Department of Education to attract and hold a staff capable of understanding the issues. Rather than belabor past inadequacies, however, the significant need at this time is to make certain the means to carry out responsibilities charged by law are indeed provided.

The Alaska State-Operated School System and schools within the Bureau of Indian Affairs are both organizational arrangements that have been brought about for the special purpose of providing education. As such they violate conditions specified as essential by the Department of Education. Legal provisions permitting nearly all of the local control called for in the testimony and position papers in this study may be found in existing statutes. The need to design special administrative arrangements such as those practiced in the past or currently before the Legislature no longer exists. To continue to think in special terms for special groups of Alaskans does a disservice to the concept of citizen responsibility and equal educational opportunity.

However, it needs to be kept in mind that one of the keys to long range success is the fact that rural residents at present have little access to enough legislators and lack availability of State administrative services to bring their concerns into focus.

In essence ASOSS and BIA are extraordinary divisions of government that inhibit rather than promote improved educational processes and continue to deny a level of democracy to a segment of the Alaskan population not denied to others. That the Alaska State Department of Education has the authority and mandate as defined by the Legislature to be the agency responsible for educational leadership in the State is clear. That the Department has not exercised this leadership to the extent necessary in the past, (regardless of the reasons), is unfortunate but does not mean that such a condition needs to continue. It does mean that special agencies such as ASOSS and BIA especially with unclear definitions of their level in the total scheme of State government and their clouded authority need to be phased out.

One State educational agency is enough, especially if properly supported in its leadership role in concept and appropriation by the Legislature. Throughout the country a clear need exists for State educational agencies to carry out the leadership role expected of them. With an issue as intense and complex as delivery of educational services in the unorganized borough to resolve, the Department has the vehicle to develop the long overdue leadership at the State level called for everywhere in the country and especially in Alaska. True leadership at the State level is bound eventually to improve the quality and cost effectiveness of all local school districts in Alaska.

These conclusions, taken in combination with carefully analyzed local situations such as those described by Mendenhall of Kawerak, Napoleon of Yupiktak Bista, Clark of Bristol Bay Native Corporation and Demientieff of Tanana Chiefs Conference, clearly establish the condition that special legislation and agencies are no longer necessary. The obvious insight and capabilities now manifest in the local residents of the various regions of Alaska attest to high potential for success in the educational process.

Successful decision-makers in the educational process are those whose perceptions, judgments and values are compatible with those of the people they serve. It may therefore be concluded that the movement for change being strongly demonstrated throughout the State can simply be attributed to the fact that the decisions being made up to now have not been in accord with the perceptions, judgments and values of the people they were designed to accommodate. The vast bulk of the position papers and testimony attest to this condition. It is under the weight of this premise that the following recommendations are made.

RECOMMENDATIONS

All bills before the Legislature dealing with reorganization of educational delivery services in the unorganized borough should be held in abeyance until this paper can be examined and bills necessary to bring about the recommendations that follow can be drafted. It is recommended:

pending legislation concerning education in the unorganized borough be deferred in favor of legislation designed to carry out the recommendations that follow.

It is recommended that the act that created the Alaska State-Operated School System be amended to:

1) make the Alaska State-Operated School System truly transitional;

2) limit the responsibilities of its board of directors to operating only those schools under its present authority;

3) specifically deny ASOSS the authority to approve plans promulgated by residents of local villages, towns or regions to assume authority for operation of their own schools. The experience of the past clearly indicates that an agency in transitional status should not have the responsibility for its own transition.

4) Theact should be amended to provide a date beyond which all schools still unaccounted for as local districts shall by mandate of the Legislature assume school district status. It is suggested that the date for the final responsibility of ASOSS for rural schools be set no later than fiscal 1980.

In light of major differences separating the rural and on-base system it is required that the two topics be dealt with separately when all legislation affecting school administration, policy and programs are involved. It is recommended:

1) responsibility for all administrative services for on-base schools be removed from the Alaska State-Operated School System;

2) contracts for school operation be negotiated by the Department of Education between the State and the school district nearest to, adjacent to or surrounding the military base with the exception of the military base on the island of Adak.

It should be pointed out that recommendations concerning on-base schools are set forth without the benefit of the same quantity of data gathered on the rural schools and thus are not as well qualified. Additional testimony, especially on the desirability of a contract arrangement from local school district administrators who would have the bulk of added responsibility, is urged before final legislative action is taken. It is recognized, in the on-base situation, as in the rural, that local conditions vary and no single solution is likely to be workable. In all cases, representatives of teachers, school administrators, and parents in the on-base system should be included in any decision-making process. Any action taken, however, should only be in the context of the on-base issue and not in association with the rural issue.

It is our opinion that most legal conditions necessary for residents of the unorganized borough to acquire local government control of schools are provided for in the existing statutes for establishing municipalities. It is unnecessary and undesirable to create any new special service districts or provide for administration of schools in an extraordinary way. In fact, the problems of school administration today are in part the product of special State (ASOSS) and Federal (BIA) legislation designed and executed outside the usual standards for school governance. It is recommended therefore:

1) no special units of government be created to accommodate the governance of schools in the unorganized borough; and

2) the Department of Community and Regional Affairs, and Education jointly study the changes that might be desired in existing municipal law to accommodate special conditions in the unorganized borough. For example, the present population requirements of a first class city may have to be modified, or restrictions on the number of representatives on borough boards may have to be adjusted to meet locally desired patterns of representation.

A real shortcoming in rural Alaska at the present time is not the means or will to assume local control, it is due more to the lack of information on how to proceed, the lack of a planning mechanism and assistance, and the lack of training on how to operate once formed into a local unit. And because the development of local control over education is so interrelated with the development of local government, it is critical that special provisions be made for the dissemination of information about the nature of municipal law, school district operation, and the potential for organization as a local school district. This effort should be undertaken jointly by the Department of Education and the Department of Regional and Community Affairs. Residents of all rural communities must become fully aware of the options open to them under existing municipal law and their implications. The dissemination, training and planning processes necessary for all aspects of school district development must be carried out in all communities of the unorganized borough, whether ASOSS or BIA. Therefore, it is recommended:

1) regardless of the agency currently responsible for education in a community, neither the ASOSS nor the BIA shall be responsible for primary management of the transition process;

2) a Division of School District Development be established in the Department of Education, parallel with the Department of Community and Regional Affairs' Division of Local Government Assistance, to manage the transition process;

3) appropriations be made to the Department of Education in an amount adequate to establish the above division at no less than two per cent of the current budget necessary to operate rural schools; and

4) the Department of Community and Regional Affairs be appropriated sufficient funds to expand their information and assistance services to areas seeking municipal status and that some portion of that staff be assigned to work directly with DOE.

Present efforts of the Department of Education in this regard are inadequate and insufficient. This is due more to inadequate means than a lack of commitment. As demonstrated in their position paper it is apparent that the Department of Education accepts the authority to fulfill its obligation as educational leader, but cannot until the Legislature provides the financial means and voiced support to carry it out.

The successful management of the transition process will require the new Division of School District Development to attend to the total range of educational problems associated with new district development. It is recommended that the new Division include the following:

1) dissemination of information about operating education programs including fiscal matters, training of community residents in concepts of school governance, and organizing a grants and assistance program for local planning efforts.

2) Persons should be identified in other agencies, including ASOSS and BIA, knowledgeable in matters included in transition process to form a cadre from which to draw the needed manpower. Other groups which should be involved in various phases of transition are the Alaska Association of School Administrators, the Association of Alaska School Boards, the Alaska Federation of Natives, the Alaska Native Foundation, the National Education Association - Alaska, and the University and College systems of Alaska.

3) Training should target a wider audience than usually is included in school board training. Training should be community-based rather than restricted to the current members of the advisory school board. Other audiences which must be included in training are school administrators and teachers. Along with rural residents,

they too will be placed in a new and unfamiliar position and will be key people in the success or failure of new school systems.

4) The division should also develop guidelines and criteria for training along with each potential district as an integral part of the district development process.

The school district development process has three phases. The pre-transitional phase is essentially the informational, planning and training period preparatory to forming a local unit of government capable of sustaining a local school district operation. This period will require an emphasis on concepts of municipal government and assistance in their formation and thus will require substantial input from the Department of Community and Regional Affairs as well as the new Division of School District Development.

The transitional phase commences when a local district incorporates. Information, planning and training services must continue with emphasis on the management function of school districts.

Phase three in the development process is when the school district is fully operational. Assistance should continue to be made available on a full Departmental basis, just as all school districts should look to the Department of Education for leadership.

To initiate the first phase of the transitional process, it is recommended:

1) a program of incentive planning grants be created to which any group identifying itself as a potential school district can apply for the purposes of a) evaluating the feasibility of district formation, b) estimating the boundaries of the new district, c) planning

the strategy for forming the local government unit necessary for containing the school operation;

2) the primary initiative for seeking an incentive grant come from local communities with a formal effort on the part of the School District Development Division to encourage participation of communities throughout the unorganized borough;

3) the criteria to determine who shall receive grants should be developed jointly by the Department of Education and Department of Regional and Community Affairs but not until a mechanism has been established by the two Departments assuring that the local interest is served; and

4) the above incentive planning grants program be initiated immediately through a specific appropriation.

The experience of failure in the past and the voices of the present convince us that only through local effort, with the proper time in which to gain the necessary confidence can a responsive educational structure emerge. Therefore it is recommended:

> A minimum formal transitional phase of two years be established for all new school districts. During this period the Division must continue to supply extensive support to officials and residents of the new district to assure that the process does not falter.

It is recommended that school administrative units within the Bureau of Indian Affairs be looked upon in the same light as the Alaska State-Operated Schools in that:

1) local communities where BIA schools exist should receive the same information as to the rights and responsibilities of local districts and the same training and planning assistance as other communities in Alaska to assure their ability to assume local educational responsibility; and

2) the date of 1980 as the last year schools would fall under ASOSS applies equally to the Bureau of Indian Affairs' schools as do most other recommendations of this report.

It is recognized that some communities are more ready than others to assume education responsibilities, therefore it is recommended:

communities in the State with adequate population and economic base be mandated to incorporate as first class cities or no less than third class boroughs by the end of fiscal 1975. Mandating local control in areas judged to be in need and capable of handling and supporting a school system is not a new practice, but has been done in the more settled areas since statehood.

The communities in line for mandatory action should be recommended jointly by the Department of Regional and Community Affairs and the Department of Education after selection according to criteria determined by the two Departments. Such communities as Glennallen, Tok, Delta, Metlakatla, and Heally-Clear come to mind as possible subjects for such action.

Many of the people that contributed to the study this paper reports referred to matters of educational finance, but in most instances the subject failed to develop substance because of inadequate information or because questions posed had no known answers. Somewhat as an aside, as school finance was not a primary part of the study, it is believed by CNER that the amounts presently expended on education may be more than enough to accomplish the goal of quality education in the unorganized borough and that the way the funds are packaged and distributed may be more at fault than their quantity.

The seemingly endless round of requests for increased appropriations by ASOSS to support new programs in the face of previously unsuccessful attempts at improving educational services is indicative of the much deeper problem of control discussed above. It also speaks to the condition that far too little is known about financing educational programs in the unorganized borough. Therefore, it is recommended:

> the question of financing education be formally studied, as it applied to the rural schools and to the State as a whole. Though the foundation program has proven a notable start, far more advanced than many states, it now needs to be reviewed and appropriately revised, especially in light of implications for finance posed by the forthcoming rural districts and the winding down of ASOSS.

The entire study process speaks to the extreme need for flexibility in educational program arrangements necessary to accommodate Alaska's widely diverse population and the desire to promote innovative approaches to quality education through the new structures. Thus, it is recommended:

> provisions be made for a waiver of school laws and regulations upon initiative of the local district. Such a waiver provision would

require that the Commissioner of Education review all waiver requests and if approved, monitor the activities.

Currently within the administrative structure of ASOSS there are services that if extended statewide would be of benefit to children attending schools everywhere in Alaska. It is recommended:

the specific programs for media services under PERCY and teacher preparation under the Alaska Rural Teacher Training Corp and other functions such as program planning and evaluation and bilingual education be transferred to the Department of Education and become a statewide support system for all Alaskan schools. The current level of such services would need to be studied carefully and expanded to meet statewide needs.

It is recommended:

the Commissioner of Education appoint a Native liaison to his staff, at a high level, to work with the numerous Native educational groups, Federal programs pertaining to education of Native children, the development of cross-cultural education, and with the new Division of School District Development. Given that rural Alaskan schools in the next decade will become independent locally-controlled districts and under the overall jurisdiction of DOE, this is looked upon as high priority. However, this appointment should be considered as only the beginning to having a Department staff which more accurately reflects in its composition the people it serves.

The foregoing recommendations are concerned primarily with reorganizing the delivery of education to the unorganized borough. These recommendations have been made in the hope that local initiative and political realities can join forces to promote effective, far reaching change. While the changes recommended are not small in scope neither are the problems they are designed to solve. Changing the structure is only the beginning from which quality education can be allowed to emerge. The momentum for change has already begun but unless clear definition, guidance, and support are added at all levels throughout its course it will be dissipated in countless unproductive directions.

APPENDIX

Table of Contents

Page

Memorandum of General Agreement on Educational Policies Between the State of Alaska - Bureau of Indian Affairs Reached in Washington, D.C., 1 March 1962 5

Invitation to the Forum, November 15, 1973 7

Developing a Position Paper on Education in the Unorganized Borough 9

Position Papers 15
- Department of Education, Presented by Marshall Lind 17
- State-Operated School System, Presented by Stanley Friese 35
- Bureau of Indian Affairs, Presented by Emil Kowalczyk 37
- Elmendorf Advisory Board, Presented by Ramona W. Barnes 41
- Fort Richardson Advisory School Board, Presented by Major Burchell 43
- NEA-Alaska, Presented by Robert Van Houte 47
- District One Education Association, Presented by Graham Ward 49
- Elmendorf Education Association, Presented by Ted McReynolds 51
- State-Operated Schools Administrators Association, Presented by Merle M. Armstrong 53
- North Slope Borough, Presented by Annie Brower 55
- Alaska Native Brotherhood, Presented by Nelson D. Frank 57
- Alaska Native Sisterhood, Presented by Mary E. Jones 59
- Tlingit and Haida Central Council, Presented by Albert Kookesh 61
- Bristol Bay Native Corporation, Presented by Robert J. Clark 65
- Kawerak, Inc., Presented by Perry T. Mendenhall 75
- NANA Regional Corporation, Presented by June Nelson 81
- Yupiktak Bista, Inc., Presented by Harold Napoleon 87
- Metlakatla City Council, Presented by Karl S. Cook 91
- Headquarters, Alaskan Command, Presented by Karl W. Kristoff 93
- Department of Education, Correspondence Study, Presented by Margaret Justice 99
- Ray W. Harris, Teacher, Government Hill Elementary School, Anchorage 107
- Lester B. Sands, Professor of Education, University of California 111
- RurAL-ALaska Community Action Program, Inc., Presented by Michael C. Harper 117

Other Position Papers 119
- Fort Wainwright Advisory School Board, Presented by John C. Cooper 121

Page

Glennallen School District 123
Fort Yukon Advisory School Board, Presented by Richard Mueller 125
Tanana Chiefs Conference, Presented by Mitch Demientieff 127
Martha Teeluk, Yupik Co-ordinator, Bilingual Program, State-Operated Schools 133

Other Remarks 137
Remarks by Victor Fischer, Director, Institute of Social, Economic and Government Research, University of Alaska, Fairbanks 139
Remarks by Rich Guthrie, Fiscal Analyst, Budget and Audit Committee 143
Remarks by Robert Isaac, Special Assistant, Office of the Commissioner of Education 153

Excerpts From the Edited Transcript 155

The Compiled School Laws of the State of Alaska (1972 Edition) 167

Summary of Municipal Law 173

Title Page and Table of Contents: Delivery of Education in the Unorganized Borough: A Resource Paper 177

APPENDIX II

MEMORANDUM OF GENERAL AGREEMENT ON EDUCATIONAL POLICIES BETWEEN THE STATE OF ALASKA--BUREAU OF INDIAN AFFAIRS REACHED IN WASHINGTON, D.C.

1 March 1962

1. Public education in Alaska is a primary responsibility of the State of Alaska. This responsibility extends to all children within the State.

2. The State government will do all that its resources will allow in order to meet the educational requirements of all its children. In the State's continuing effort to do all that might be expected, close attention must be given local participation in the support of public school operations.

3. The educational effort of the Bureau of Indian Affairs in Alaska has been and will continue to be directed toward the attainment of educational goals to which the State and Federal governments are committed but which cannot be attained by the State alone because of financial limitations.

4. It is the mutual goal of the State and Federal governments to establish for all people in Alaska a single system of public elementary and secondary education.

5. All public schools in the State of Alaska should ultimately be included in the State educational system notwithstanding that Federal financial participation will remain essential for some time.

6. It is agreed that there exists today a serious deficiency in the overall educational program in Alaska, particularly with respect to children of high school age who, for lack of facilities, are not in school.

7. It is agreed that a closer coordination will be established between programs of the Federal government which provide the State with financial aid for education. This will require cooperative planning by the State Department of Education, the U. S. Office of Education, and the Bureau of Indian Affairs. The Bureau of Indian Affairs intends to operate its schools or otherwise fulfill its commitments to the education of Alaskan natives in a fashion consistent with educational policy as it is developed by the State of Alaska. However, it is agreed that State policy should be formulated with full consideration of the limitations of law which govern Federal activities and financial contributions.

8. Although the Bureau has requested funds for planning new school facilities, the plan of the Bureau may be adjusted to conform as closely as possible to the comprehensive educational programs to be developed by the State.

9. It is agreed that the State of Alaska should formulate an overall plan with local participation for (a) expansion of present high school educational facilities, and (b) transfer of Bureau-operated schools to State management and operation. This planning, of necessity, will include Federal financial participation.

10. Such plan as the State formulates will be the basis for further discussions looking toward agreements which will coordinate Federal and State efforts in the educational field.

11. It is especially to be noted that the Bureau in considering such plans as may be advanced by the State has no fixed objection to the location of high school facilities in any particular community, and it is hoped that State plans for school construction at Nome may be utilized within the overall program.

12. It is agreed that the Bureau of Indian Affairs and the State of Alaska consider the establishment of regional comprehensive high schools with necessary domiciliary facilities an acceptable approach in providing secondary education.

13. Nothing in this statement is to be interpreted as a commitment by either the State of Alaska or the Bureau of Indian Affairs to a particular approach in meeting the educational problems in Alaska which are of mutual concern. At such time as the State of Alaska provides policy guidelines for discussion with the Bureau of Indian Affairs it is hoped that a commitment to particular actions may be made at both the State and Federal levels.

Source: Files of the State Department of Education.

UNIVERSITY OF ALASKA
FAIRBANKS, ALASKA 99701

November 15, 1973

This letter is to provide additional information on our meeting, "A Forum on Education in the Unorganized Borough," to be held on December 10, 11, and 12 at the Holiday Inn, Anchorage.

The "Forum" is being held under the auspices of Senator Lowell Thomas' Interim Committee on Prehigher Education and CNER, and will be chaired by Senator William Hensley. As we have discussed with you previously, the purpose of the "Forum" is to bring together all of the interested Native groups, legislators, agencies, and other interested citizens so that documentary evidence may be gathered and analyzed prior to the regular session of the Alaska State Legislature in January The Legislature will be considering the issue of control of bush education including the possible decentralization of Alaska State Operated Schools. Senator Thomas' committee is, therefore, hopeful that this "Forum" will provide the Legislature with "grassroots" input as well as other pertinent information as to the type of educational structure most desired and feasible in unorganized boroughs.

The Center for Northern Education of the University of Alaska is a neutral agent bringing together the various concerned groups as described above. The Center will collate and analyze the collected material resulting from the "Forum" for presentation to Senator Thomas' committee.

The Alaska Federation of Natives Human Resources Committee, the CNER Advisory Council, and Senator Thomas' committee have been involved in preliminary meetings on the subject. Agencies such as the Department of Education, Alaska State Operated Schools, Bureau of Indian Affairs, and the Department of Community and Regional Affairs have been consulted and intend to participate in the "Forum."

In order to expedite the meeting, we strongly urge all participants to prepare for presentation a position paper on the subject. Material to facilitate your participation is attached. It would be most helpful, also, if an abstract of that paper with fifty (50) copies be brought to the meeting for distribution.

If you have any questions, please call either of the following:

Dr. Kathryn Hecht
Center for Northern Educational Research
University of Alaska, Fairbanks 99701
Phone: 479-7173

Dr. Lou Jacquot
Director of Native Affairs, CNER
University of Alaska, Anchorage 99504
Phone: 272-5522, Ext. 312

We look forward to your continued interest in this matter of urgent importance.

Sincerely,

Kathryn Hecht

Lou Jacquot

LJ: fkc

Attachment

DEVELOPING A POSITION PAPER ON EDUCATION IN THE UNORGANIZED BOROUGH

INTRODUCTION

Much has been written and said on the nature of educational systems in rural Alaska during the past few years. Many suggestions have been made to change the existing structure and programs but little has actually emerged that is much different than the past. Recognizing, however, that new approaches to educational processes were increasingly being called for, a series of discussions and formal meetings were initiated early in 1973. This work was prompted by a letter to the Center for Northern Educational Research from the Commissioner of Education dated January 8, 1973, which read in part:

> "The long established and continuing concern to encourage a dynamic and responsive system of local education has prompted the State Board of Education to take action to facilitate greater local participation in the educational process. A portion of the statewide system which constitutes a case in point can be found in the unorganized borough. State-operated School System central staff and the SOS Board have been proposing that a system of increased local control be devised. Because there are implications for the entire Alaskan system of education, it appeared to both Mr. Friese and myself that the wisest course of action would be to examine this issue on a cooperative basis.
>
> "It is the Department's perception that the problem is not simply one of declaring, without warning or preparation, that all local communities incorporate as first class cities. Although the example used, i.e., incorporation, may be feasible for some locations, it would no doubt be extremely difficult to implement in other communities.
>
> "The point of mentioning this example is to illustrate the fact that we do not have sufficient information on the range of potential alternatives. Also, we have not analyzed the options we do know of for purposes of determining strengths, weaknesses, and appropriateness of application.
>
> "Our concerns are twofold. One, we wish to examine existing and potential structures for the management of education as they apply to the State. Two, we wish to improve the quality of the educational program. Because the personnel resources of the Department and SOS are primarily limited to regulatory function we do not have the

status of a neutral, nor are we staffed to respond to intensive research or analytic kinds of activities."

In keeping with the concern expressed in the letter, a series of meetings was convened by CNER. These included both formal and informal gatherings of agency heads, statewide Native leaders, legislators, rural residents, and others. Also, early in 1973 legislation was introduced to reorganize the Alaska State-Operated School System. The initial bills introduced underwent considerable change through committee action and are still pending. Material concerning the bills and meetings are collected in the set of working papers entitled "Delivery of Educational Services in the Unorganized Borough" published by CNER. The meeting of December 10 - 12 will, in a sense, be the culminating meeting of the series.

At the close of the legislative session in the spring of 1973 an interim Committee on Prehigher Education was established by the legislature, with Senator Lowell Thomas, Jr. serving as chairman. This committee identified the need to study the issue of ASOSS "decentralization" as one of the two major questions they would address their attention to during the interim between the two regular sessions of the current legislature. Since CNER had initiated efforts in this matter earlier in response to Commissioner Lind's letter and since some members of the legislative interim Committee on Prehigher Education are also members of CNER's Advisory Council, the interim committee chairman and the CNER director mutually agreed that a joint effort would be the most efficient way to accomplish a common purpose. This purpose, of course, is consistent with the initial request from the Commissioner of Education to facilitate greater local participation in the educational process and examine potential alternatives to existing educational systems.

Much concern for the need of increased local participation and examination of alternatives has also been expressed by Alaskan Native leaders. In a meeting in September sponsored by CNER, the Human Resources Committee of the Alaska Federation of Natives became a formal part of the analysis. Chaired by Mr. Mitch Demientieff, the AFN committee, composed of representatives of the regional corporations affiliated with AFN, set about the work of assuring substantial Native and rural input into the process.

During the period since this study has been underway, considerable interest has been shown in more than just the ASOSS decentralization issue, and the much larger topic of "delivery of educational services to the entire unorganized borough" has frequently come up. This topic, therefore, includes the role and evenutal disposition of the Bureau of Indian Affairs schools and small city districts. Personnel of the BIA will be presenting a position paper, and it is expected that regional representatives to the meeting will also address the larger issue.

Thus, as individual groups throughout Alaska prepare their views on alternatives to existing educational systems it needs to be kept in mind that a broad cross-

80

section of Alaskan society will be doing the same thing and that ultimately the legislators may utilize the many points of view that emerge in the process. Thus, the papers and the discussion they generate in the Forum scheduled for December could indeed bear heavily on the design of an improved educational system for much of Alaska.

OPTIONS FOR DELIVERY OF EDUCATIONAL SERVICES

In order to help you organize your thinking about education in the unorganized borough, the following nine general options have been identified. They are given here in their most general form to reflect the input of a large number of sources throughout the state without presenting the viewpoint of any particular agency, group or individual. The order in which they appear should not be taken to indicate anybody's particular preference.

As you can see some of the options overlap one another, and others are addressed to only a narrow range of concerns. It should be noticed also that none of the options specify how they should be implemented or by whom, thus offering a variety of possible plans to bring them about.

Each of the following options has been given a general temporary name to aid their discussion by groups developing position papers:

1. Local School Boards Option - under this option local school boards would be formed in each village and military reserve now under ASOSS. With this option each village would be granted the authority to control the delivery of education to its own children.

2. Regionalization Option - this option would mean the formation of regional units to administer educational services for groups of villages. Such regional units would thus be larger than individual villages but smaller than the current ASOSS structure.

3. Education Contract Option - under this option educational services would be provided by contract. Contracts could be with any number of groups or agencies such as with regional Native corporations, private firms or even State or Federal agencies.

4. Municipality Option - under this option villages could organize as boroughs or as first class cities to gain local control of education. This option is currently available on a voluntary basis to eligible communities but could be made available to all by amending present law.

5. Second Class City Option - under this option local control would be made possible by changing the legal responsibility of a second class city to include education.

6. Status-quo Option - under this option ASOSS would continue to administer the delivery of education to the unorganized borough as is presently arranged.

7. Transition Option - with this option ASOSS would continue to function for a limited time, during which a clearly specified transition plan would operate to phase the present ASOSS structure into one of the other options.

8. On-Base Schools Option - this option removes the control of on-base schools from ASOSS to some other form of administration.

9. Statewide System - with this option former BIA, state-operated and district schools would be integrated into a single statewide system.

10. Undiscovered Options

FACTORS TO CONSIDER IN DESCRIBING YOUR POSITION

In order to be most effective your position paper should deal with a wide variety of factors associated with the delivery of quality education to each and every pupil. Some of these factors are identified here, and recognizing a certain amount of overlap among them, they are suggested as possible things to consider in order to describe adequately how your position could be implemented.

Special Circumstances in Rural Alaska

Several factors make Alaska unique in the kinds of special problems it has in delivery of education. Among these are: (a) its sparse population distributed over a vast geographical area, (b) its great cultural diversity, (c) the immense distances between centers of population, agency offices, and administrative units, and (d) the present and future economic conditions affecting the lives of its people.

Finance Factors

What system of financing will best suit the position you take? For example, to what extent might it depend on the local tax base, the foundation formula, or full State funding? What dependence might your position's implementation have on present and future sources of Federal funds?

Distribution of Control

Under your position how should control over schools be distributed? For example, three main levels of control are currently in operation over schools in the unorganized borough--local, regional, and State. Authority over different components of school operation has been given to each of these levels. How does your position differ from what is now in effect? For example, who should determine curriculum, recruit and select teachers, order fuel and supplies, decide on new buildings--local, regional, or State level persons?

Plan of Implementation

Some of the important things to consider in describing how your position could be implemented are: (1) the length of time period needed for transition. (2) transition resources required from outside agencies, such as training in school board operation, or school administration, and (3) the interim and future roles of ASOSS and the Bureau of Indian Affairs in Alaskan education.

Scope of Implementation

This factor refers to the areas which would have to cooperate in order to bring your position into existence. For example, a position taking the "local school boards option" could involve the local area only, but a "regionalization option" would generally require several villages to cooperate. Other plans may include the whole unorganized borough or for that matter the entire State under a single system.

Legislative Changes

What existing State laws would need to be changed in order for your position to come into being? What new laws would have to be enacted? The legal factors are, of course, central to the entire discussion of the delivery of education in the unorganized borough so special care should be taken in the development of your position paper to account for present as well as future legislation.

SUGGESTED STEPS TO DEVELOP A POSITION PAPER

These steps are suggested as a way of getting the most impact out of your position paper. They are suggestions only in the sense that there may be no one best way to present all positions.

The first suggested step is to select the option or combination of options from the preceding list which come closest to your own position. While it is recognized that probably none of the options fit your ideas exactly, starting with the closest one makes a good beginning point.

Second, before developing your position further, discuss why you did not choose other options. What makes them unsuitable from your point of view? The main reason for this step is so all of the disadvantages of each option can be fully reviewed.

The third step is to make whatever modifications and elaborations you need to make the option(s) you chose in step one reflect fully your own position. Your paper should describe in detail the factors you have identified as necessary for implementation. This step added to the two above will result in a complete position paper. (See the final section for an outline of factors to consider).

Finally, in order to present your position at the December Forum on Education in the Unorganized Borough, it is suggested you also prepare a brief (one or two-page) summary of your position paper for presentation and discussion.

POSITION PAPERS

The following Position Papers were prepared before the Forum was held. They were presented at the Forum. They have been retyped into a uniform format and corrected for typographical and other minor errors. Nothing of the content has been changed.

Department of Education

Presented by: Marshall Lind

ABSTRACT:

The Department of Education recognizes the important role that it, as regulator of the total state public education program, must play in resolving the inadequacies and problem situations inherent in the present system of education as applied to the unorganized borough. However, the Department also recognizes that alternatives to present practice cannot be determined without the involvement of the affected population. For this reason, the Department has declined to formulate a final position on the question under discussion until broadbased citizen input could be obtained and analyzed in light of the larger educational questions facing the State. In adopting or developing a position on education in the unorganized borough, the Department will be guided by various considerations, which are, in its opinion, essential characteristics of an acceptable alternative or strategy.

A first consideration deals with the State's responsibility for the education of all of its citizens, which implies that the present State-Federal operation must at some date be phased out in favor of a single State-supported system. This consideration carries with it the stipulation that the present two-pronged method of State educational financing be resolved in favor of a financing system which treats all educational programs in the same manner.

A third consideration is the necessity for local program and policy control within a systematic organization of the statewide educational effort. Coupled with local control of education is the larger question of governmental organization and the assumption of other governmental duties and responsibilities. Final Departmental considerations deal with the time and financial resources necessary at the local level for adequate local determination and the need for a unified approach to the educational problems of the various locations and communities which make up the present unorganized borough.

BACKGROUND:

The Department of Education, in analyzing the question of education in the unorganized borough, recognizes its unique role with respect to educational administration and planning in Alaska.

Article VII, Section I of the Constitution of the State of Alaska assumes educational responsibility for the State: "The Legislature shall by general law establish and maintain a system of public schools open to all children in the State."[1] By Alaska statute, the Department of Education is delegated "general supervision over the public schools of the state except the University of Alaska."[2] (Exhibit A contains pertinent articles of the Constitution and State statutes).

This regulatory function, encompassing as it does the entire public elementary and secondary school system of the State, extends to educational activity in the unorganized borough and places on the Department a responsibility for such education which is shared by no other agency or group in the State, with the exception of the Legislature.

In addition to this regulatory function, the Department as the general administrative head of the State's educational system assumes the role of educational leader. This leadership role is precisely mandated by statute. AS 14.07.020(2) requires the Department to "study the conditions and needs of the public schools of the State and adopt and recommend plans for the improvement of the public schools."[3]

Leadership in today's social milieu is evolving from a function residing in one single entity to a function requiring the cooperation of all social segments which will be affected by policy decisions and changing program directions.

Thus, while the Department's regulatory function endows it with the power to make decisions concerning the delivery of educational services to the unorganized borough, its leadership function demands that such decisions cannot be made unilaterally. It is because of these two points -- i.e., the Department's mandated responsibility to study, evaluate and improve the conditions and needs of public education for the entire State and its desire to base educational decisions on the needs and desires of the population to be serviced--that the Department welcomes the cooperation of the Center for Northern Educational Research and the Interim Legislative Committee in analyzing the issues and complexities of the question at hand.

While the Department does not wish to formulate a position relative to education in the unorganized borough until it has received and analyzed the concerns of the affected population, it has isolated several factors which, in its position of responsibility for the entire State public education system, the Department puts forth as necessary components of any acceptable solution strategy.

Because these factors parallel in many aspects the six points for consideration established by the Center for Northern Educational Research, the Department will, in the remainder of this paper, follow the suggested outline, presenting in each area those elements which are considered necessary for a viable plan of educational service delivery for the unorganized borough.

Special Circumstances in Rural Alaska

The unique characteristics of rural Alaska, occasioned by large geographical distances, low population density, cultural diversity and sporadic transportation and communication networks, require careful consideration in the development of educational plans and operations in the unorganized borough. Of necessity, an acceptable plan must account for these characteristics. However, of major concern to the Department of Education is the present duality of educational delivery components in the unorganized areas of the State. As mentioned above, the Constitution mandates that a system of public education open to all children of Alaska, be established and maintained by the State. While this constitutional mandate has been fulfilled in Alaska in the view of the courts (See Order Denying Motion for Summary Judgement, *Molly Hootch, et. al*., vs. *Alaska State-Operated School System, et. al.*), the Department recognizes that the present educational system, administered in part by the State and in part by the Federal government through the Bureau of Indian Affairs, fails to provide coordinated educational services to Alaska's rural population.

Therefore, the Department insists that any proposed solution to the problems of educational organization and services in the unorganized borough must address the inconsistencies occasioned by this duality of educational control, with the eventual establishment of a single, unified, state system of public education for all Alaska.

Finance Factors

At present, educational services for the State are financed through three separate methods of fiscal distribution and control. For the major public school organization in the State, which is composed of local city and borough districts under the general policy and management and control of the State Board of Education, school finance is based on the Foundation Support Program formula. Briefly, this formula disburses funds from State sources to support the costs of the basic instructional program within each district. At present, the Foundation Program in Alaska guarantees each district a minimum of 90% of basic instructional support, with some districts receiving up to almost 100% State support for basic program costs. Funds to districts are generated on the basis of student enrollment, calculated in instructional units, and are disbursed, with some adjustments to account for differing size of districts, concentration of students and geographical location. Thus, the intent of the Foundation Program is to assure that cost-per-pupil expenditures, for basic educational services, are fairly comparable across the state. Under this educational organization, local communities are required to assume a certain portion of the costs for the basic educational program. The percentage of local effort differs from district to district ranging from a high of 10% to a low of .64%, depending on the assessed valuation per child. Those communities which wish to add to the basic instructional offerings of the district's program can raise local revenues over and above that necessary for its support of the basic educational program or may seek and secure Federal categorical program funds. (Exhibit B sets out the percentages of State support for basic instructional costs for each of the local city and borough districts). Whatever the source of revenue however, local, State or Federal--educational expenditures in the local district are at the discretion of the local board of education, subject to pertinent State or Federal statutes and regulations. Additionally, the amount to be made available from local sources is determined by the city council or the borough assembly. While local board authority is thus circumscribed to a certain extent, the local board does exercise fiscal, and through it, program control of its educational program.

In contrast with the Foundation Support program method of financing are the financing systems of the Bureau of Indian Affairs (BIA) and the Alaska State-Operated School System (ASOSS) educational programs. In the case of the Bureau, funds for educational services are allocated by the U. S. Congress and distributed to the BIA Area Office for Alaska. Distribution of funds to support local programs is made by the Area Office not on the basis of per-pupil costs or basic program support but according to factors particular to BIA administrative and organizational patterns. No provisions are made for local contributions, and local communities may not apply directly for Federal categorical program funds, although some Federal categorical funds are received and disbursed through the Area Office. In a somewhat similar manner, the Alaska State-Operated School System is financed by a direct State appropriation which is disbursed to local programs through a central administrative office. Again, this direct legislative appropriation is not tied through a formula to per-pupil or basic programs costs, but is calculated on the basis of ASOSS central office budget requests. As is the case with the BIA, no provisions are made for local contributions either to the basic instructional program or for increased program offerings and scope.

ASOSS as it is presently organized receives a preferential rate in calculating funds under P.L. 874; this preferential rate is twice that accruing to local districts in organized boroughs and incorporated cities. However, unlike city and borough districts which receive P.L. 874 funds over and above the basic foundation support entitlement, funds accruing to ASOSS under P.L. 874 are received by the State and reallocated to ASOSS as a part of the direct legislative appropriation. Thus, the amount available to ASOSS under P.L. 874 directly affects the amount of General Funds monies appropriated to ASOSS by the Legislature, and is not added on to the allocation over and above a standard base level of General Fund support.

ASOSS, as a separate single school district, may apply for funds under federal categorical programs; however, such funds may not be expended by ASOSS without direct approval from the Legislature, either through the normal budget cycle or through affirmative action by the Legislative Budget and Audit Committee. (Exhibit C contrasts the three methods of educational finance currently in operation in the State).

It is the Department of Education's position that such diverse methods of financing local programs are detrimental to establishment and maintenance of comparable, high quality educational services throughout the State. Stemming from the first Departmental concern--that of providing for a single unified approach to the delivery of educational services throughout Alaska--is the Department's belief that the State must ultimately assume major financial responsibility for all elementary and secondary public education within its boundaries. In line with this belief, the Department would require that an acceptable solution to the question of education in the unorganized borough take into consideration present BIA and other Federal support of educational programs. While arguments can be made in favor of both of the financing methods currently employed by the State--i.e., the Foundation Support Program and the direct legislative appropriation--any proposed plan must provide for equitable distribution of State financial resources across communities,

1) by placing all educational activity under the Foundation program

2) by extending direct, full state support to city and borough districts as well as the present ASOSS, or

3) by proposing a modified or new approach to the question of educational financing.

Distribution of Control

In its letter to the Center for Northern Educational Research concerning the question of education in the unorganized borough, the Department of Education stated that "The long established and continuing concern to encourage a dynamic and responsive educational system of local education has prompted the State Board of Education to take action to facilitate greater local participation in the educational process."[4] This concern for local participation will continue to influence the Department as it considers alternatives to present educational processes and programs in the unorganized borough. School programs operated in incorporated cities and organized boroughs both in Alaska and elsewhere in the nation traditionally have been financed in part by a local contribution which was often a major source of support. This contribution brought with it local determination of how educational funds would be expended and provided an effective vehicle for both policy and operational control of the educational effort. This historical basis for local control--that is local fiscal effort--has been so firmly entrenched in the philosophy of the American educational system that it has only recently, with the advent of increased State and Federal support, been called into question. Within the context of the present discussion, this historical basis has been offered in the past as an argument for limiting local educational program control to those communities and areas which show local financial effort.

However, recent educational research studies focusing on the locus of program control have discovered that the degree of local control exercised is not necessarily a direct reflection of the amount of fiscal effort. In considering the question of program control, the Department of Education supports the point of view proffered by Mort, et. al., that "the agency responsible for raising the revenue does not necessarily need to be the agency that has ultimate discretion in spending."[5] Local control can, and should be exercised even though local support is limited. Such local control exists at present as a principal characteristic of the State's major method of services delivery--the local city and borough school districts--although it is not found to the same extent in the other two methods, i.e., the BIA and the ASOSS.

The Department of Education, in *A Planning Statement for Education in Alaska,* (Exhibit D) prepared in March, 1973, states as its primary argument for local control that "Educational decisions affecting present experiences and future lives of the State's youth can no longer be made at places geographically or politically distant from the students themselves. Local communities can no longer be called upon to support and become involved in educational programs which are drafted without respect to the distinct needs, problems and desires of the community."

The Planning Statement goes on to say that "The problem then, is to create a system of public education which will realistically attend to the factors of State and Federal funding and the politicalization of education on a statewide and national level, while at the same time returning *policy and direction to local control* (emphasis added)".[7] The Department will continue to use this statement as a benchmark against which to evaluate proposed alternatives to present educational services in the unorganized borough

Plan of Implementation

In judging the adequacy of the implementation plan of any proposed alternative to present practice, the Department of Education would focus on several aspects. First, an acceptable proposal must consider the additional time and financial resources necessary to local communities if they are to fully consider implications of the proposed plan as well as available alternatives to any one plan. Thus, the Department would disallow for its support any proposal which

1) requires immediate implementation without allowing for local planning and consideration and

2) which requires local communities to assume planning or operational functions without providing the necessary fiscal and human resources.

In addition to the above two aspects, the Department would look, in an acceptable plan, for an implementation strategy which follows or modifies only slightly, present procedures for governmental organization and/or the assumption of governmental powers. In this respect, the Department would look for an implementation process which

1) considers existing Constitutional and Statutory mechanisms for local determination, and

2) provides orderly procedures for local assumption of organization and operational patterns which will accomodate future as well as present needs.

By reasons of this last point, the Department would reject alternatives which focus on short term solutions to the problems of education in the unorganized borough, in favor of an alternative or alternatives which appear to be workable over a longer period of time.

Scope of Implementation

In analyzing the adequacy of scope of alternatives offered to present educational services in the unorganized borough, the Department follows the principles stated in the recent Superior Court Decision for the Hootch vs. SOS case. "Consistent with a Constitutional mandate to maximize local government and local governmental authority throughout the State of Alaska, and to avoid overlapping and inconsistent levels of government, our Constitution provides for only two types of government--cities and boroughs."[7] (Exhibit E contains the entire Superior Court Decision in the case). In accordance with this mandate, the Department looks toward an educational plan for the unorganized borough which will consider the larger question of municipal and regional governance in total. On the other hand, the Department would reject those alternatives which

1) impose or suggest additional or new forms of government, or

2) which interefere--either initially or in longer term--with the orderly process of governmental organization in the unorganized borough.

For reasons of direct or potential interference with the Constitutional provisions for local governance and governmental functions, the Department considers as unacceptable those alternatives by which

1) small local communities, in isolation from the rest of the unorganized borough, gain authority to control the educational program or

2) by which the educational function is delegated to regions or areas without concern for the eventual organization of local governmental units within the unorganized borough.

Legislative Changes

Although the Department of Education does not at this time propose legislative changes in statutes dealing with education in general or with education in the unorganized borough in particular, it is recognized that some changes may need to be made in existing State law before an alternative to present practice could be implemented. While the Department would support such changes or additionas which are essential to the legality of an acceptable strategy, it would reject alternatives which call for the following types of legislative changes. First, the Department could not support proposed legislation which prolongs or widens the present discrepancy in educational program support from State sources. Second, proposed legislation which calls for special patterns of local governmental organization would not be acceptable to the Department, for the reasons outlined above. Finally, proposed legislation which allows or mandates local action without accompanying financial support to the involved communities would be disallowed by the Department as unrealistic and unworkable.

NOTES

1. Constitution of the State of Alaska, Article VII, Section I.

2. AS 14.07.020 (1).

3. AS 14.07.020 (2).

4. Letter from Marshall L. Lind, Commissioner of Education to Frank Darnell, Director, Center for Northern Educational Research, January 8, 1973.

5. Mort, et. al., Public School Finance, New York: McGraw Hill, Inc., 1960, p. 33.

6. Alaska Department of Education, "A Planning Statement for Education in Alaska", Juneau, 1973, p. 2.

7. Ibid, p. 2.

8. Order Denying Motion for Summary Judgement, Molly Hootch et. al., vs. Alaska State-Operated School System, et. al., (1973), p. 5.

EXHIBIT A

The Constitution of the State of Alaska

Article VII

Health, Education, and Welfare

Section 1. Public Education. *The legislature shall by general law establish and maintain a system of public schools open to all children of the State, and may provide for other public educational institutions. Schools and institutions so established shall be free from sectarian control. No money shall be paid from public funds for the direct benefit of any religious or other private educational institution.*

Chapter 07, Administration of Public Schools.

Article 1. Department of Education

Section 14.07.010. Department of Education. *The Department of Education includes the commissioner of education, the state Board of Education, and the staff necessary to carry out the functions of the department. (Sec. 1 ch 98 SLA 1966)*

Section 14.07.020. Duties of the department. *The department shall*

(1) exercise general supervision over the public schools of the state except the University of Alaska;

(2) study the conditions and needs of the public schools of the state and adopt or recommend plans for the improvement of the public schools;

(3) provide advisory and consultative services to all public school governing bodies and personnel;

(4) prescribe by regulation a minimum course of study for the public schools;

(5) establish, in coordination with the Department of Health and Welfare, a program for the continuing education of children who are held in detention facilities in the state during the period of detention;

(6) accredit those public, private, and denominational schools which meet accreditation standards prescribed by regulation by the department;

(7) prescribe by regulation, after consultation with the Department of Health and Welfare, standards that will assure healthful and safe conditions in the public schools of the state;

(8) in cooperation with the Department of Health and Welfare, exercise general supervision over public and private preelementary schools and over the educational component of nurseries as defined in AS 47.35.080 (4); preelementary schools in this paragraph means schools for children ages three through five years when the schools' primary function is educational. (Sec. 1 ch 98 SLA 1966; Sec. 2 ch 69 SLA 1971)

EXHIBIT B

State of Alaska
Department of Education
PUBLIC SCHOOL FOUNDATION PROGRAM COMPUTATIONS
FINAL REPORT RECAPITULATION
1971-72

DISTRICT	Revised ADM end of 1st Qtr.	Final ADM 1971-1972	Instr. Unit	Instr. Unit Allotment	Basic Need	Level of State Support (90% Min.)	Final Computation of Entitlement	Per ADM
Anchorage	32,266	31,847	$19,250	1,685	$32,436,250	90.2911	$29,287,047	$ 920
Bristol Bay	284	279	22,234	21	466,914	90.0000	420,223	1,506
Cordova	494	488	20,212	37	747,844	94.5081	706,773	1,448
Craig	111	128	20,212	15	303,180	96.5704	292,782	2,287
Dillingham	364	393	22,234	34	755,956	97.1087	734,039	1,868
Fairbanks	8,245	8,184	20,212	461	9,317,732	90.0000	8,385,959	1,025
Haines	442	433	19,250	32	616,000	92.5372	570,029	1,316
Hoonah	299	302	20,212	25	505,300	98.5292	497,863	1,649
Hydaburg	58	58	20,212	6	121,272	96.5522	117,091	2,019
Juneau	4,146	4,133	19,250	238	4,581,500	90.4346	4,143,261	1,002
Kake	167	172	20,212	16	323,392	98.6553	319,043	1,855
Kenai	4,920	4,787	19,250	320	6,160,000	90.0000	5,544,000	1,158
Ketchikan	2,817	2,814	19,250	170	3,272,500	90.0000	2,945,250	1,047
King Cove	75	77	22,234	6	133,404	96.5494	128,801	1,673
Klawock	61	63	20,212	6	121,272	98.0023	118,849	1,886
Kodiak	2,485	2,383	20,212	164	3,314,768	93.2221	3,090,036	1,297
Matanuska-Susitna	2,441	2,390	19,250	155	2,983,750	92.9956	2,774,756	1,161
Nenana	228	218	20,212	19	384,028	97.5176	374,495	1,718
Nome	796	778	22,234	52	1,156,168	97.0304	1,121,834	1,442
Pelican	37	37	20,212	5	101,060	92.1462	93,123	2,517
Petersburg	635	620	19,250	45	866,250	92.3098	799,634	1,290
Sitka	1,780	1,738	19,250	110	2,117,500	90.0000	1,905,750	1,097
Skagway	209	213	19,250	21	404,250	90.0000	363,825	1,708
St. Mary's	101	102	22,234	9	200,106	99.1157	198,336	1,944
Unalaska	121	116	22,234	12	266,808	90.0000	240,127	2,070
Valdez	318	318	20,212	28	565,936	90.0000	509,342	1,602
Wrangell	593	595	19,250	43	827,750	94.3341	780,851	1,312
Yakutat	117	127	20,212	13	262,756	98.0842	257,722	2,029
TOTALS	64,610	63,793		3,748	73,313,646		66,720,066	

EXHIBIT C

Comparison of Three Methods of School Finance Currently in Operation in Alaska

Foundation Program	BIA	ASOSS
1. Basic Program Support provided by state funds according to established formula.	1. Basic program support provided by federal direct appropriation.	1. Basic program support provided by direct appropriation of Legislature.
2. Basic program supported by both state (minimum 90%) and local (maximum 10%) funds.	2. Basic program supported totally by federal funds; no state or local contribution.	2. Basic program supported by both state and federal fun[illegible] local contribution.
3. State support remains constant according to formula (except for across the board increases from time to time).	3. Federal support may fluctuate from year to year.	3. State support directly affected by availability of federal funds (P.L. 874).
4. P.L. 874 goes directly to each eligible district at the standard rate (50%).	4. No P.L. 874	4. P.L. 874 funds allocated at preferential rate (100%); received by legislature and treated as general fund monies to support direct appropriation.
5. Federal categorical grant monies sought and utilized at discretion of local Board of Education and administration, subject to federal regulations.	5. Federal categorical grant monies available to local communities at discretion of Area Office.	5. Federal categorical grant monies available to ASOSS as a separate district; available to local communities at discretion of Board of Directors and central administration; all federal categorical grant expeditures require prior approval by legislature.
6. Local school board empowered to make expenditures against state, federal or local funds allocations.	6. Area office empowered to make expenditures against funds received.	6. Board of Directors for ASOSS empowered to make expenditures against funds received according to legislative line item appropriation Departures from approved budget require prior legislative approval.

7. State impact funds distributed to districts which have substantial numbers of children whose parents live and/or work on state property.	7. None	7. None
8. Cigarette Tax - Funds allocated to districts on a formula basis for construction and major rehabilitation.	8. Direct Appropriation	8. Direct Appropriation
9. School construction (Debt service) State pays 50% of a districts Annual payments for capital outlay. Based upon expenditures 2 yrs. prior to current fiscal year.	9. Direct Appropriation	9. Direct Appropriation

EXHIBIT D

The Department of Education

A PLANNING STATEMENT
FOR EDUCATION IN ALASKA

BACKGROUND:

Traditionally, control and administration of public education has been balanced between the local community and the State, although by constitutional mandate, the State has responsibility for regulation and supervision of statewide educational programs. In earlier times, local needs and desires effectively influenced the shape of the program and policy operation within the local district. Consumer input was regarded as a real and necessary fact of life in providing education for the young people of a stable community.

With increasing communication between communities, and with the advent of a highly mobile, transient population, local control gradually gave way to more pervasive State authority. Seeking to guarantee that all of the State's children received education of equal quality came to demand certain universal mandates and regulations which superseded and at times, conflicted with, the wishes of the local "consumer" - be he taxpayer, student or the community at large.

In the past several decades, even the State's constitutional authority for providing regulation and leadership to the statewide educational program became secondary to national priorities, set by the Federal government. The "educational crisis" of the past several years has been occasioned, in large part, by the perceived erosion of local control or input into the community's educational programs and policy. National priorities and State regulations, while conceived largely in an effort to assure "quality control" over the educational process, have in many cases produced the opposite effect - that is, they have sought to equate "quality" with "similarity" often at the expense of the individual education product, the student.

The Alaska Department of Education, in examining its constitutional mandate of supervising and providing leadership to the State's educational community, became increasingly aware of the paradoxical nature of its assigned role. On the other hand, the Department is charged with carrying out a variety of regulatory functions designed to "homogenize" the educational programs offered around the State. On the other hand, the role of educational leader, the findings of respected educational research and the expressed public discontent with the nature and effects of the educational process demand that the Department become more, rather than less, concerned with the individualized needs and unique desires of the student, his home and community.

Careful analysis of existing administrative structures, regulations and assigned responsibilities for the State's educational program reveals that much of the educational decision-making has shifted upward to the next governmental level. Thus, as remarked above, questions which directly affect local school policy and operation are decided at the State level, while questions dealing with statewide educational priorities have subtly shifted to the Federal government.

The problem, then, is to create a system of public education that will realistically attend to the factors of State and Federal funding, the politicalization of education on a statewide and national level, while at the same time returning policy and direction to the local level.

Such a system will necessarily be characterized by growing decentralization, especially in the areas of policy and decision-making concerning local educational programs. Educational decisions affecting present experiences and future lives of the State's youth can no longer be made at places either geographically or politically distant from the students themselves. Local communities can no longer be called upon to support and become involved in educational programs which are drafted without respect to the distinct needs, problems and desires of the community.

THE ORGANIZATIONAL STRUCTURE

The Alaska Department of Education looks toward an educational structure in which communities are enabled and encouraged to formulate educational policy, plan educational programs and manage the local educational enterprise. Problems of logistics, i.e., ordering, processing and delivering supplies, maintenance of sophisticated accounting systems, specialized information and support services - may continue to be centralized at some point near to but not a part of the local school's community, in the interests of economy. The Department recognizes the possibility that the return of important educational powers and responsibilities to local control may not always prove the most cost/efficient means of delivering educational services to the State's young people. However, the Department is willing to accepr a certain amount of duplication of effort and multiplicity, whether it be in the form of "Service Areas" or districts, to assure that educational services are indeed responsive to the needs and desires of the student and his home community.

POTENTIAL CHANGE IN STATUTE, REGULATION, AND ROLES

For such an educational structure to be viable, certain legal and regulatory constraints now existing must be amended or removed. The long historical concern of legislatures and State departments of education for the inputs into the educational process - that is, the selection and training of teachers, the number of days in session, the number of credits required for graduation - is changing, in this era of "accountability" into a concern for educational outputs - that is, the students themselves and what they have or have not gained from their educational experiences. The classic discovery of the past decade, that the quantity of educational inputs does not guarantee the quality of the resulting output, has been difficult for educators and legislators alike to face. However, unless State decision makers can begin to focus on realistic ways of improving the quality of the student's school experience, educational costs will continue to escalate with no visible affect in terms of increased effectiveness. In the opinion of the Alaska Department of Education, concern for outputs requires that school laws and regulations cease to be preoccupied with dictating quantity - in terms of teachers, time, facilities or **whatever** - and begin to establish processes by which the local community itself can move toward providing high quality education. A prime example of this change in emphasis is the school accreditation procedure. At present, the State attempts to assess the quality of educational services in terms of the kind of educational inputs described above. Thus, to become accredited in the State, a school must meet certain minimum requirements dealing with the training and background of teachers and administrators; the 180 day school year; provision of library and certain other support services, etc. Under the kind of education structure outlined in this paper, emphasis in the accreditation procedure would shift. Districts and local schools would be required to provide evidence that their educational programs were directed toward and were remediating identified, substantiated learning needs of their students. Here, the quality of the educational services provided would be assessed by determining the effect such services had on the performance of the student; in other words, such an accreditation procedure focuses on the output, the *raison d'etre* of the educational program - the student.

To this point, our focus has been on benefits accruing to local communities under the proposed educational structure. However, return to local control does not mean an abdication of the State's overall responsibility for the total educational program within its borders. A new educational structure based on providing relevant and necessary educational services to individual students through the mechanism of increased local control enhances the State's ability to function as regulator of quality and leader of necessary educational change.

Accountability for educational outputs is a responsibility of the Alaska Department of Education as much as of the local district. Expenditure of human, financial and time resources at the State level must be directed at visible and defensible changes in the quality of school experiences. Under the present educational structure, however, the Department of Education sometimes finds itself in the position of impediment to rather than the facilitator of needed educational changes. Hamstrung by geographical, emotional and political distance from the action ground of education - the local school and classroom - State level educational decision-makers are hard pressed to trace beneficial effects of programs and decisions to the individual student.

By returning to local communities much of the control over educational decisions for program policy, the Department can begin to focus its resources on assisting districts and local schools to attack known learner needs. By providing consultation, support services and expertise to locals for the solution of identified educational problems, the Alaska Department of Education could assume its constitutional role as guardian of the quality of the State's educational enterprise. It is only when State level expenditures, of whatever nature, can be directly tied to the improved performance and well-being of individual students that State level educational administration can be deemed truly accountable.

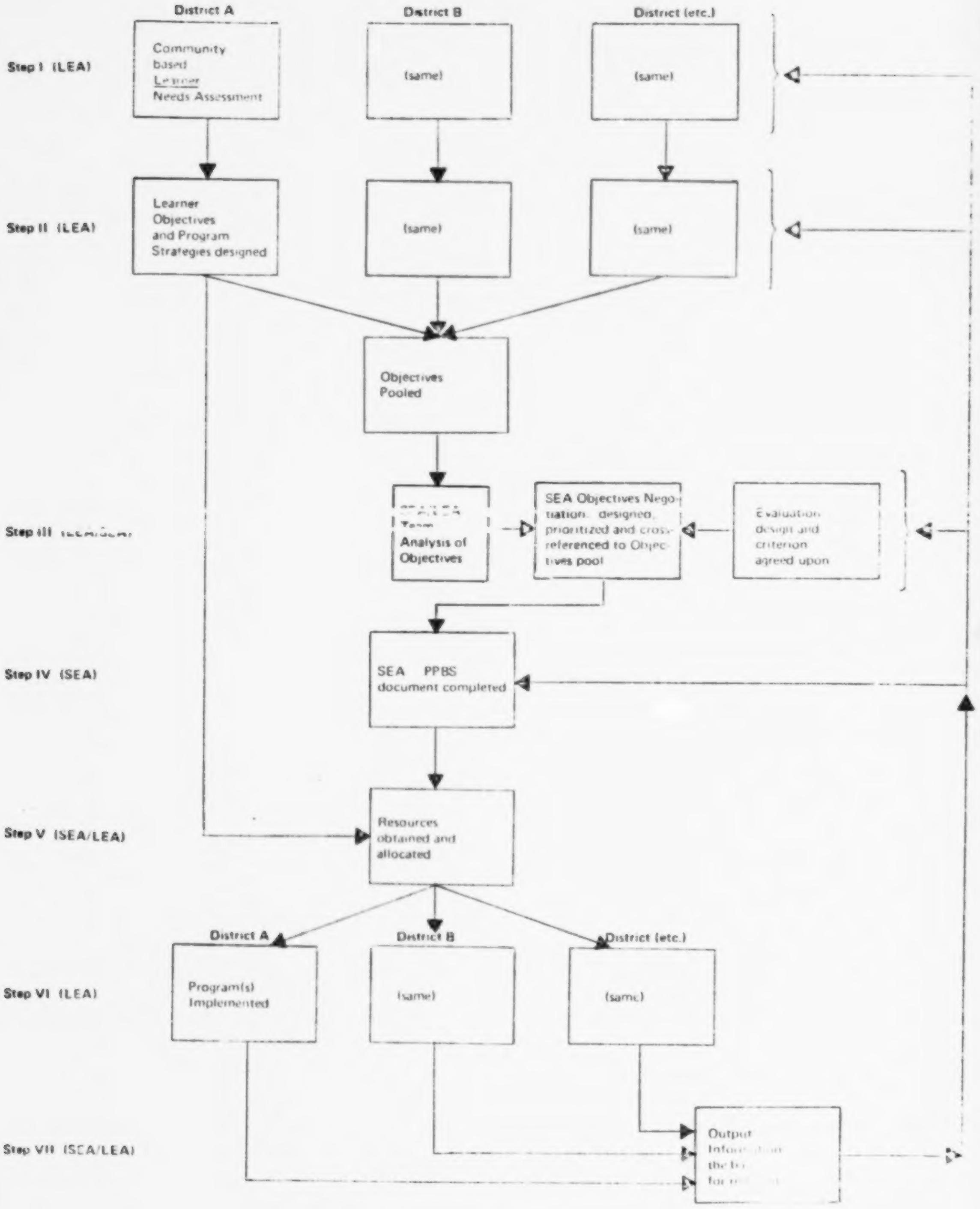
THE DECISION/MANAGEMENT PROCESS:

The following diagram presents a graphic overview of a proposed educational process which begins and ends by focusing on the needs of individual students.

As can be seen by the diagram, the process begins with an assessment at the level closest to the student - his community - of his individual learner needs. From these identified needs, districts and communities develop objectives for their educational program. Once these objectives have been formulated, they will be pooled and analyzed by a team composed of SEA (State Educational Agency) and LEA (Local Educational Agency) representatives. From this analysis, the SEA will identify certain objectives, common to all or most local communities, and will base its activities and expenditures on assisting locals to meet their educational objectives. After programs have been implemented, the results will be evaluated to determine if, in fact, State and local level activity has resulted in improved student performance.

The State Department of Education believes that such a process, whereby educational priorities for the State are set with relation to documented learner needs, rather than to national or State perceptions of learner needs, is a realistic and humanistic approach for assuring quality education for all of the State's students.

A GENERIC MODEL
for
RESPONSIVE EDUCATIONAL SYSTEMS


District A
District B
District (etc.)
Step I (LEA)
Community based Learner Needs Assessment
(same)
(same)
Step II (LEA)
Learner Objectives and Program Strategies designed
(same)
(same)
Objectives Pooled
Step III (LEA/SEA)
SEA/LEA Team Analysis of Objectives
SEA Objectives Negotiation: designed, prioritized and cross-referenced to Objectives pool
Evaluation design and criterion agreed upon
Step IV (SEA)
SEA PPBS document completed
Step V (SEA/LEA)
Resources obtained and allocated
District A
District B
District (etc.)
Step VI (LEA)
Program(s) Implemented
(same)
(same)
Step VII (SEA/LEA)
Output
Information
the ba

State-Operated School System

Presented by: Stanley Friese

The Board of Directors of the Alaska State-Operated School System has unanimously supported the concept of decentralization of educational services to the Unorganized Borough. Furthermore, the Board has repeatedly and consistently demonstrated this support through actions and deeds since its inception as a separate school system.

The Board position differs from the thrust of proposed legislation in one basic area -- that of implementation. It is the policy of the Board of Directors to permit the local school or local area to assume more local control, and thereby effectively decentralize the system rather than having the terms of decentralization thrust upon it.

Throughout the history of providing educational services to the people of the Unorganized Borough, it has been a case of one agency after another directing and dictating the methods and facilities assumed to be required. In all cases, these methods and facilities were determined by relatively uninformed agencies, because none of them ever attempted to obtain input from the people it was serving.

The Board of Directors of ASOSS has reversed this bureaucratic attitude and has actively sought suggestions, ideas and proposals from the people of the Unorganized Borough. Many people from many villages throughout the system have expressed their appreciation to ASOSS for its interest, and have said so to the various committees and panels which have been studying the problems of decentralization.

The Board feels that legislation to assist or to affect decentralization should support the basic premise that the local school or local area be permitted to move in these directions:

1. That the local people be given the right to select the specific method or vehicle in moving toward local control.

2. That the local people be given the option of determining the degree of local control they wish to assume. This degree is unlimited; they may choose to assume full control as an independent district or any lesser amount even to retaining the status quo.

3. That the local people be given an unlimited period of time to move toward local control, thus permitting each school or area to advance at its own rate.

4. That the local people be given the right to continue to increase their degree of local control as they develop the skill and experience levels required.

The Board of Directors of ASOSS is firmly committed to these basic principles and recognizes that the end result will be the eventual dissolution of the ASOSS as it exists today. The Board contends that to do anything less would be detrimental to education in the Unorganized Borough.

Bureau of Indian Affairs

Presented by: Emil Kowalczyk

The Bureau of Indian Affairs' official position on the delivery of educational services in the unorganized borough is currently based on prior commitments with the State of Alaska and new policy directions being promulgated by the Department of Interior.

The agreement with the State of Alaska calling for a single system of education in the State was spelled out in AN OVERALL EDUCATION PLAN FOR RURAL ALASKA in 1963 and revised in 1968. Although this document needs to be brought up to date, it provides for the State to assume responsibility for the total educational program in Alaska. A suggested time table for an orderly process of transfer of school was outlined. It involved planning a program to inform and to develop community readiness, which would involve parents, students, civic and tribal groups, and local school boards.

It established for each school a time table of events two years in advance of the contemplated transfer which included proposed school construction and/or repair, teacher orientation and agreements respecting continued service, local and statewide publicity, school board training, and dates of transfer of administrative responsibility and physical plant.

The Bureau has reduced its direct education responsibilities for operation of day schools in the unorganized borough from about 82 day schools to 53 since that time. Plans for the transfer of the remainder of these 53 schools were temporarily postponed at the request of the State of Alaska.

The Bureau of Indian Affairs, nationally, as a result of President Nixon's special message to Congress on Indian Affairs, July 8, 1970, has stressed Indian involvement in those decisions that have an effect on their programs. In the packet you will find the steps the Bureau is proposing to implement the self-determination policy. These have not been approved by the Commissioner or Secretary as of this date, and therefore, are still a draft.

First is CHOICE, Indian Communities Have Options in Control of Education. The Department, through the Bureau of Indian Affairs,sets as its objective, "Citizen control of the schools is a cherished American ideal. The Bureau of Indian Affairs objectives shall be:

1. Every one of the present 200 Bureau schools throughout the United States will, by 1976, be operated by a management system chosen by the

beneficiaries of that school--either Indian operation, public school or BIA.

2. Every Bureau school will be operated with the policy advice of a community or tribally-elected school board. In this option final policy and personnel decisions rest with BIA.

3. Parents of Indian children in public schools will be helped to exercise their just measure of control in the education process through the public school boards and parent involvement possible in the various public school systems.

Implementation of these objectives will be provided through the following:

1. Where a Bureau facility is in operation a full range of options for carrying out the education delivery system will be developed along with the procedures for implementation.

They will include:

a. operation under contract, or grant either in full or in part;

b. public school status;

c. Bureau operation, and

d. other options that may be suggested by Indian people. For contract operation there will be the right to return to Bureau operation if this is the desire of the tribe."

The implementation of local options for public school operation would be in line with our agreement in the OVERALL PLAN. Should a contracting option be considered, a copy of 20 BIAM 6 is included which provides informational guidelines for the implementation of Bureau school programs through the contract medium.

For those schools continuing to operate as Bureau schools the latest Bureau's policy draft on Indian School Board (62 BIAM 17) is also enclosed.

Using the ten (10) proposed options outlined in the Center for Northern Educational Research letter of November 15, 1973, it would therefore be the Bureau of Indian Affairs' position to support option number one: the local school option, within the framework of the guidelines, policies, and agreements established and negotiated by the Bureau of Indian Affairs. Under the local control option it may be possible to consider or include option #2 (regionalization); option #3 (contracting); option #4 (municipality control of education); and option #9 (integration of the Bureau into a Statewide System of Education) as part of the local determination of the management of delivery of educational service to the unorganized boroughs.

A concern the Bureau would have in the regionalization concept would be the role of the present education programs at Wrangell Institute, Mt. Edgecumbe, and domiciliary programs at Wildwood. If attendance areas are developed in the regionalization concept, how would social referrals and learners of special needs be handled and placed? This is a concern of the Bureau.

It is the intent of the Bureau to strengthen community control of the educational process of their schools. It is also the objective of the Bureau to reaffirm Indian/Eskimo parents this responsibility.

Local control for the 53 BIA Day Schools must be accomplished within the established policies and authorities granted to the Bureau by Congress.

Elmendorf Advisory Board

Presented by: Ramona W. Barnes

A survey was conducted by the Elmendorf Parent-Teachers Council to determine parental preference for the structure of education on Elmendorf Air Force Base. A copy of this questionnaire is attached. It was distributed to all parents on the base and approximately fifty percent of them (661) were returned. Only one response from each family was requested.

The Elmendorf Advisory School Board supports the position that an Educational Service Area should be established to encompass Elmendorf Air Force Base, Eielson Air Force Base, Fort Wainwright, Fort Richardson, Fort Greely and Adak. This Military Education Area would be governed by a School Board composed of representatives from each of the military installations. This service area would be funded under the Foundation Program with excess costs provided by the State of Alaska from funds provided by the 100% financing of the PL 874 funds. This structure would provide the opportunity of designing an educational program to meet the unique needs of the military student.

In the event a single Military Service Area serving all military bases in Alaska is not approved by the other bases or the Legislature, an alternate proposal would be to establish a Military Service Area for Elmendorf Air Force Base. This Service Area would be governed by a board elected by the residents of Elmendorf Air Force Base and funded under the Foundation Program with an additional amount appropriated by the State Legislature from the PL 874 funds.

The Elmendorf Advisory School Board recognizes that many of the teachers do not concur with this position, however, it is felt that a separate school system will, due to its limited size, allow for both a personalized approach and an improved fiscal position. It should also be noted that this represents the will of the majority of the persons who expressed an opinion.

The complete package of material indicating what was desired for the December 10 - 12 conference was not given to the Elmendorf Advisory School Board until 5 December 1973. This was considered to be too short a time to adequately prepare and present a complete report. However, we believe it is important at this time to state our position and give you our basic philosophy. We are presently preparing the detailed data which we feel will give you a program for implementing our plan. This data will be forwarded as soon as possible.

The Elmendorf Advisory School Board respectfully submits this position paper as representative of the concerns of the people of Elmendorf Air Force Base, and wishes it to be made a part of your research and presentation.

Fort Richardson Advisory School Board

Presented by: Major Burchell

This letter sets forth the position of the Fort Richardson Advisory School Board, the legally elected representative body of the Fort Richardson On-Base community in educational matters, on proposed actions to reorganize by decentralization or other methods Alaska State-Operated School System (ASOSS).

Positions outlined herein are not based on a detailed survey of Fort Richardson on-post parents. This letter cannot be used as an official military position on decentralization of ASOSS nor construed to represent views of other groups or on-base boards. It is the view of a Board of one single post.

Fort Richardson Advisory School Board was not advised until 5 December 1973 of requirement to provide position to the Center for Northern Educational Research on decentralization of ASOSS. In fact, we were advised the study being conducted would deal only with rural schools and participation by on-base groups was not wanted.

It is understood, the position of the Board of Directors, ASOSS, is to support desires of various advisory school boards in matters of ASOSS decentralization. It is further understood, the official military position is to encourage acceptance of views of parents on posts/bases throughout Alaska to be heard and to deal with the varied circumstances on installation by installation basis. The position of this Advisory Board is made while considering these positions.

Fort Richardson Advisory School Board position on decentralization of ASOSS is:

1. To neither support nor willingly participate in any structure of educational control which does not guarantee Fort Richardson on-post parents full, free and equal representation in policy-making and governing body(ies) exercising control in the following areas:

   a. Formulation of goals and objectives
   b. Curriculum content
   c. Instructional organization
   d. Purchase and use of equipment and materials
   e. Staffing
   f. Facilities design, operation and maintenance

g. Personnel employment, transfer and non-retention to include labor negotiations
h. Scheduling
i. Budgeting to include allocation of available funds
j. All other powers, duties and responsibilities presently had or to be given in the future to any borough or independent school board.

2. To fully examine and consider all possible alternatives to on-post educational system organization which includes the requirements in (1) above and to make all possible information available to the Fort Richardson community so as to allow it to make an informed choice.

3. To actively seek a system which retains full Federal funding support under PL 874 and such other Federal laws, regulations, directives and policies which exist or may be passed or initiated.

4. To require a time-phased plan for transition from the existing system to any new system which would allow orderly and systematic organizational and staffing practices to be followed.

5. To require any alternative selected to provide for at least quarterly financial disclosure down to the individual school level; this disclosure to be broken down by source of funding and within each source, expenditures by object class (personnel, services, commodities, equipment, travel, etc.).

6. To require any alternative selected to give the local school administrator, with the approval of a local board/advisory board, maximum latitude to use allocated resources (personnel, funds, facilities, etc.).

This Board is aware of numerous alternatives in selecting a system to operate on-post/base schools. Eight of these are:

1. Transfer all on-post schools to the U.S. Department of Defense for operation.

2. Transfer all on-post schools to the Alaska Department of Education for operation.

3. Transfer all on-post schools that are in relative proximity to an existing civilian school district to that school district for operation.

4. Combine all on-post schools into one independent school district for operation.

5. Allow on-post schools to form individual independent school districts or to combine with other posts/bases to form consolidated districts.

6. Retain ASOSS as an entity and allow ASOSS to contract with adjacent boroughs for the operation of schools.

7. Allow the Department of Education in cooperation with the military communities involved to contract with adjacent civilian school districts for the operation of schools.

8. No change whatsoever from present structure.

There are other alternatives and varied combinations of all of them. The legal, political, personal and fiscal aspects of all must be examined and fully explained to each member of the Fort Richardson community. Advantages and disadvantages must be fully delineated as they apply to parents and children. Without benefit of this type of information and analysis available to the community no proper decision or selection can be made. Hurried or piecemeal polls and surveys without public awareness will only further negate the quality and credibility of any decision made.

The organizational structure ultimately selected must provide the best possible education for the children of Fort Richardson. This education must be offered in complete accord with the particular and peculiar needs of the military community as identified by the educational team of parents, teachers, administrators, board members and children of Fort Richardson.

NEA - Alaska

Presented by: Robert Van Houte

This is not an official NEA-Alaska position but a position for study.

In order to provide an efficient, adequate system of education which has a maximum degree of local control the following proposal is made:

1. That with but few exceptions (see A) the unorganized borough be divided into modified third class boroughs. There would be about twenty-five (25) if we follow ethnic and economic and population factors.

2. Every first and second class city within the new third class borough will be entitled to one member on the school board-assembly. In addition every city with a certified population over five hundred (500) will be allowed one additional board member for each five hundred (500) residents or major fraction thereof. All board members to be elected in and from the city represented. In a third class borough with more than ten (10) board members, the board may create from its membership an executive committee of five or more members to carry on approved programs between regular board meetings.

3. The State will guarantee 100% Public School Foundation support for each third class borough.

4. The borough residents by a popular vote may impose property, sales or other taxes for schools and other services.

5. There will be no required local tax for school operations.

6. Third class boroughs may only provide for schools except that additional services may be provided by a vote of the citizens within the borough.

7. School buildings shall be provided by the State which may use revenue sharing funds and non-foundation funds for this purpose.

A. Larger Alaskan cities not now in a borough with one thousand (1,000) or more residents might continue to remain as independent school districts and cities. Cordova, Petersburg, Wrangell, and Valdez.

THIRD CLASS BOROUGHS - RATIONALE

1. Every community with a school will have an elected representative

on the school board assembly. Every third class borough would be a school district.

2. A borough will represent a complete group of cities, none will be excluded. You will not have a segmented situation with a larger community having its own school district and smaller cities on the fringes of the region struggling to operate effectively in the education process in another district or districts.

3. The voters choose: 1) their own board member to represent them, 2) whether to have local taxes, or 3) whether to provide additional services to all or part of the borough such as water, fire protection, police, sewer or health services.

4. Currently schools in the unorganized borough are operated at full State funding - buildings are also provided by the State. BIA schools are funded by Federal funds. We would maintain the posture of no required local tax for schools. Full State funding.

5. This proposal would include both BIA and SOS schools within the boroughs. Funding of BIA schools could be maintained by contractural arrangements. No communities would be left out of the third class borough proposal except some current larger first class city school districts might be exempted.

6. There would be no legal limit on the size of the board-assembly. Every village which became either a first or second class city would be entitled to elect a board member. Any village large enough to have a school would be large enough to become at least a second class city within this borough.

7. The military on-base schools are a special area and could be handled in one of several possibilities: a. The on-base schools could be set into a special on-base school district operated on a special basis by the state, b. those adjacent to the boroughs of Anchorage or Fairbanks could be absorbed or operated by these borough school districts, c. Adak will have to be on some kind of an arrangement with the State Department of Education, d. Greely will either be in (a) above or in some arrangement with Delta on a third class borough basis.

8. To implement this proposal would not be difficult at the legislative level. Some provision for allowing a school board in third class boroughs to have unlimited membership, a provision for the establishment of the boroughs to follow reasonable ethnic and economic lines and provisions for funding school operations and providing for school facilities.

I think this proposal follows some of the established patterns for local government already established in Alaska. It also follows a current pattern of school funding, it allows for regional school districts controlled by the people in the region (borough). It provides a uniform statewide approach to the school problems of the rural area, not a fragmented spotty development and it allows for additional services to be made available in these boroughs as the people indicate by the democratic process.

District One Education Association

Presented by: Graham Ward

Teachers of D.O.E.A. are vitally concerned about decentralization and see merit in many of the options discussed. We would, however, like these points to be considered.

RURAL:

1. DECENTRALIZATION NECESSARY - Due to the large size and varied socio-economic backgrounds of the people of the unorganized borough it is impossible to expect that one administrative unit could reflect and implement all of the concerns and desires of each village. Some of the major problems ASOSS has had were because of this impossible situation in which it was placed. The increase in the size of the central administration has, in part, been an attempt to meet more of these varied needs. However it has been, by and large, unsuccessful.

2. LOCAL CONTROL - We support the concept of local control. It is, however, difficult to support 150 to 180 local districts which is what would occur if each village formed its own school district. We believe that local districts must be large enough for efficiency of operation; purchasing, hiring, negotiating. They must not be so large as to create a mini-ASOSS. Each village served should provide at least one member on the board operating that village's schools. There should also be a limitation restricting the size of the board.

3. RAPID TRANSITION - If a change is to be made, it is desired that it be done as quickly as possible so that the rights and responsibilities of educational citizenship can be granted to all Alaskans. Under no circumstances should the planning for local control take more than one year although the transition itself may take longer. The transition should be completed within two years.

MILITARY:

Although we recognize that this hearing is specifically for the concerns of the Rural portion of ASOSS, it must not be forgotten that the military schools, too, are a part of the unorganized borough. Therefore, we offer this addendum as a position statement of the teachers on the military installations, specifically Elmendorf and Fort Richardson.

At present, the official position of the teachers is that the military schools should be run by the adjacent borough either directly as is done in Kodiak and

Fort Greely or else by contractual agreement. Adak Naval Station would have to be taken care of in a different manner, perhaps operated by the Department of Education. It would appear, in any case, that operation of the military schools by ASOSS should cease as soon as practicable.

Elmendorf Education Association

Presented by: Ted McReynolds

The Elmendorf Education Association representing the certificated personnel of the State-Operated Schools at Elmendorf AFB recently took part in a survey conducted by the Elmendorf PTA Council on the subject of the administrative structure of On-Base Schools.

Ninety-nine of the 108 member faculty responded to the survey. A total of 78.7% favored a contractual agreement with the Greater Anchorage Area Borough School District, with 51.5% of those specifically opting for advisory representation of the base community on the GAAB School Board.

The option proposing Elmendorf as an independent school district was supported by 04%; that for a statewide military district by 08%. Nine percent favored remaining with State-Operated Schools.

As teachers, we feel that the educational advantages to be gained for our students would be far greater in a K-12 system than in a smaller K-6 district.

Further, we feel that the interests of unity and improved community relationships would best be served by an integrated school system.

We also noted that there was only about 50% response from the Elmendorf parents polled. While 56% of these favored creation of a military district, this is only about 25% of the total constituents. And 43% responding favored either contracting with the GAAB or remaining with SOS. We don't feel either position received a mandate from the community.

We request that you consider our position during the forthcoming proceedings of the Center for Northern Educational Research.

State-Operated Schools Administrators Association

Presented by: Merle M. Armstrong

The ASOSSAA represents the administrators working in the ASOSS organization which includes both central office and field staff. Of the approximately 80 eligible members, sixty belong to the administrators association.

A request for a position on decentralization by each administrator was mailed in early November. The diversity of opinions on the resolution of the problem of the delivery of appropriate educational services to the unorganized borough does not prescribe a simple solution. However, the one consistent demand running through the responses is the rejection of continued operation under the Alaska State-Operated Schools.

Of the options perceived by the various administrators the least acceptable one is to continue unchanged under ASOSS.

It appears that currently much program development and curriculum revision await legislative decision because of the uncertainty of the status of ASOSS.

It is therefore necessary that timely action on decentralization be taken in order to renew the effort and improve the education of our students.

On-Base Schools:

The greatest percentage of On-Base school administrators seem to express a strong relationship with the adjacent borough school district and wish to be a part of the district under contract. Other options were acceptable to varying degrees and especially to those military establishments not approximate to a district. No one selected ASOSS as an option.

With legislation already proposed dealing with the On-Base schools little change would be required to provide an adequate vehicle for operation of the schools.

Rural Schools:

The rural school administrators indicate the communities favor more local control through Educational Service Areas with the communities requesting the option of making the decision for their schools on a school by school basis.

The administrators feel comfortable in the Education Service Area concept and indicate they believe the administration of such areas feasible.

The service area should have control of when it is to become a service area. They want more legal local control.

North Slope Borough

Presented by: Annie Brower

Although the North Slope Borough is an organized borough, many of the educational problems within the borough are identical to those found in the unorganized borough. The borough is sparsely populated, is distributed over a vast area, and does have immense distance between center of population, agency offices, and administrative units. The fact that it is organized offers both advantages and disadvantages. The major advantage being that the elected borough officials have the authority to implement the type of educational program desired without the delays usually found in the unorganized borough due to the involvement of statewide agencies and boards. The major disadvantage, of course, is that of finance. The recent legislation relative to oil taxation combined with the fact that neither the State nor the Federal government had established secondary facilities in any of the population centers makes the problem of school finance an almost impossible situation. The borough is now faced with providing secondary facilities immediately for some 400 secondary students with a very drastic population increase anticipated in the near future due to an increase in pipeline construction and oil production and exploration activities. From a financial standpoint, the North Slope Borough position must be that for full State funding a local option.

The North Slope Borough School Board has already adopted the position of favoring local school board control at the community level with the elected borough board concerning itself more with area wide problems. In fact, the borough board is functioning more as an advisory group while the local community boards play a decision-making role in matters relative to individual school activities.

The central administrative unit handles area wide matters not related to daily operational problems at the local level and functions more as an advisory and resource unit. The position of the North Slope Borough is therefore that local control is desirable wherever possible.

The North Slope Borough's experiences with the transition of responsibilities from State and Federal agencies to local control offers little support to transitional plans covering more than a one year period of time. This is particularly true relative to educational program and may, or may not, be true of plant management and operation. The basic problem appears that there tends to be a let down in overall effort on the part of the "transferor" during the transistional period resulting in additional expenses and problems to "transferee".

Alaska Native Brotherhood

Presented by: Nelson D. Frank

The Alaska Native Brotherhood has taken many positions in upgrading the educational program in the State from the time a group of men formed the Brotherhood in 1912.

From this small group of men, faint voices were heard that called for better educational programs and opportunities for our Native students all over the State. They called for higher education for our youth, demanding that the schools raise the educational level from Grade 6 to Grade 10 and later to Grade 12, which was realized by 1924 at Sitka, Alaska.

The Alaska Native Brotherhood continued its effort in the educational department throughout these years and has made definite impact on the educational quality and opportunities for our youth of the past, present, and it will continue its firm drive and commitment for youth of future generations.

Time did not permit the Alaska Native Brotherhood to study and discuss the issue of Education in the Unorganized Borough or the idea of decentralization of the State-Operated Schools.

However, we have, throughout the years, developed theories and positions that we felt would have a greater impact on the human resources:

We feel:

1. That each village or area be given the option to form its own local school board and be granted the authority to develop policies that are relevant to the locality;

2. That all "red tape" to form a local or area school district in the unorganized borough be removed;

3. That State laws regarding the status of the cities be changed to permit the local or area districts to become independent school districts similar to those districts in first class cities;

4. That the people in the cities, villages, or locality be given the option to decide which class they prefer and be informed of the responsibility that applies to each class;

5. That new school structures be given the newly formed district so that their first concern will not be taken up with inadequate building problems;

6. That the State should guarantee or grant 100% Public School Foundation Support for schools leaving the ASOSS or BIA in favor of local school control;

7. That each resident of each village or area by majority vote may establish property, sales, or other taxes for schools and community services related to education;

8. That orientation services be provided by the State for any village or area indicating desires to change from the unorganized borough control:

a. For school board members:

1. Powers;
2. Limitations;
3. Responsibilities;
4. Services;
5. Fiscal and financial responsibilities, requirements, etc.

b. For residents:

1. Community involvement;
2. Responsibilities;
3. Privileges;
4. Participation;
5. Etc.

9. That once a village or area votes to form a school board that the transition should take place as rapidly as the people can assume their role with clear understanding and knowledge of their responsibilities that they must assume.

Alaska Native Sisterhood

Presented by: Mary E. Jones

Southeastern Alaska geographically is comprised of a multitude of islands--Alexander Archipelago--with the only means of transportation from village to village via smaller type aircraft or boat or to the larger towns with urban settings via the Alaska Marine Highway System and various types of aircraft varying from single-engined airplanes to jet service. There are no road connections between the villages to towns. Southeastern Alaska from Dixon Entrance to the middle of Yakutat Bay is 575 miles long by 150 miles wide at its widest point, from the Canadian border to the ocean.

According to the 1970 census, the total population for this region was 51,800, 19.4% of which were Native, this totaling 10,060, although the Tlingit-Haida enrollment office estimates an approximate figure of 17,500. Based on the census figures, the total number within the school age group--ages 5 through 24--proportionately is 2,330 males and 2,290 females. With the type of geographical layout, terrain, and climate, the main industries are all types of commercial fisheries, forestry including logging to the final stages or process of wood pulp, and construction. Concern is for vocational and academic studies within the State school system pertinent to this area. Because of the constant and steady increase in population growth, the need for trained Native people into the fields of health--paraprofessional and professional--and social services is indeed very strong.

The transition option was selected with the idea of the ultimate implementation of local school boards option. One cannot emphasize enough the need for school board training for the Native people within the unorganized borough--training that is continued, improved, and expanded, from the basic organizational structure of a school board on to the defined specifics of policies, personnel regulations, decision-making of teacher, principal, and superintendent selection, curriculum, study of State legislative laws in the field of education, etc. Time frame for this transition should be indefinite, based on the progress of local involvement in this transition to implementation.

The envisioned goal of the Native villages within the unorganized borough is for the local Native student to seek and attain the educational and academic requirements to return to the village to "serve" his people. Are the educated Native educators willing to return to the often isolated and remote villages to serve ? If the Native educator chooses not to return to the village or is not accepted by the village, the teachers within the school system must then become knowledgeable to the Native culture.

My recommendation is for a seminar, conference, or workshop of all Alaska Native educators to analyze statewide problems in the bush education and then draft legislation, based on their culture background, knowledge, and in their profession with their familiarity of State policies and educational State laws pertinent to the unorganized borough.

Tlingit and Haida Central Council

Presented by: Albert Kookesh

Local School Boards Option--In Southeast Alaska there are only three schools under the Alaska State-Operated School System (ASOSS), the largest of these being Angoon.

In reference to the school board option, Angoon has decided that they would like to have the school board as a policy-making board and not an advisory board.

1. The Angoon school system has alienated itself from the City of Angoon and the people in the village. Reference has been made to the non-Native teachers in the village and their non-participation in the villages as being a closed community within a community.

2. There have been many instances in which a strong local school board with authority could have changed some policies and enforced others for the good of the students. One such policy, for example, would be forcing the students in grades one to five to wait outside the school building until 8:00 A.M. when a teacher would then let the students into the school. The Angoon residents have complained for years about this but were unable to change that policy. This would be an opportunity for local control to be exercised.

3. In many instances the teachers do not wish to associate with the village and would rather have as little to do with the villagers as possible. In other words, a closed community within a community. Half of the battle for any village in the rural area is getting teachers in the community who want to be there. Many times, a teacher is merely putting in time in these villages waiting for a better position. A local school board would have the option of hiring and firing those who can serve the best interests of the community and those who would not.

4. In many instances the teachers in the village are concerned with going into the classroom and teaching their eight hours and leaving. If they teach math or English this is all that ever comes between a teacher and student in many instances. In a few places a teacher is happy in the community and would like to stay but in associating with a villager or village people he automatically alienates himself with the other teachers. In the last two years Angoon has had to petition even the Governor of the State of Alaska to keep a couple of teachers in Angoon while the administrators or teachers in Angoon tried to have them sent

to another village. In Klukwan, BIA operated, local control would certainly point to keeping their teachers in staff for a long time to come. The teachers there, the Fossman's, have not alienated themselves from the village and therefore have been accepted as a friend as well as a teacher.

5. Local control, therefore would help the village hire and fire those willing to come to the village and contribute and those who would not.

Local control would eliminate the closed community within a community because in exercising the above option any teachers hired would be those who are willing to come to the village and are willing to teach the students of the village more than the eight hour day if needed.

Local control would show the concern of the villagers in any policies not acceptable by them for their children.

Local control would allow the villagers to exercise decision-making power in classes and options in classrooms in the classes available for their children, i.e. Native culture classes such as language appreciation, dancing and stories of the tribe and so forth. This of course would be in addition to those classes such as English, math, history, geography, etc. In other words, those classes we have to take to compete in the predominately white world.

These options would grant the village the authority to control the delivery of education to its own village.

Regionalization Option:

Southeast Alaska could be one of the regional units which could control the educational services for Southeast Alaska...............for those villages who are not independent in Southeast Alaska. As it stands now the ASOSS structure is too large a structure, it does not serve the communities as it should serve them. If the present ASOSS structure could be regionally based instead of being statewide it would serve the regions better as it would be familiar with the schools and students involved. Also, if any problems develop we would not have to call Anchorage but our own regional office. Another option would be to have our schools all go independent but that would mean phasing out the ASOSS system. This would have to come under the transition option in which the ASOSS works itself right out of the job. If the job was being done right today, this is what the ASOSS should be working toward anyway. The final goal of ASOSS today is supposed to be to eventually work itself until it is no longer needed. This is not the trend that it is taking today so if a transition period option is taken for either regional ASOSS offices or independent school system then specific dates and goals should be set for the transition period. The number one priority would be to meet these specifications and phase ASOSS into the option adopted as the correct one whether it be independent schools or regional offices for education services or if it be a statewide system having all BIA state-operated and district schools integrated into a single statewide system.

Statewide System:

It seems that to reach certain goals that one specific system should be set up. In the areas in the lower 48' for instance the college and junior college system, all schools in the State of California are under one college district or junior college district. In Washington all colleges in a district are under one controller for financial aid. If a grant-in-aid check is sent to Western Washington State College and the student decides to attend Eastern Washington State College the check for either school can be used at one or the other.

It seems that in order to succeed in school systems around the world or state that everything must conform to unity. All systems in the state would have to be changed into one structure. As it stands now, the BIA schools in the state graduate students from high school after the students have completed 19 credits. In the Juneau school district 16 credits are needed to graduate. In Craig, mini-courses and different techniques are used to educate the children, in Hoonah the classes are all non-graded and in Metlakatla the school system uses the open-class room concept.

If a student from Hoonah applied to a college in California, the college will not accept the student until grades are sent instead of the ungraded system. If a student transfers from Metlakatla to Craig his whole way of thinking is changed because of the different school system. If the option is to have a statewide system one good thing that would result is that all schools can identify with another in the work that each would be doing.

Education Contract Option:

In staffing our education office for the Central Council, we presently carry three contracts with different agencies:

1. Bureau of Indian Affairs

2. State of Alaska

3. Alaska Federation of Natives

Our Bureau of Indian Affairs contract is to administer the grant-in-aid program for Southeast Alaska. At the present time, we carry over 400 students in the program. The contract pays for a coordinator and a secretary. We have experienced a very successful program and feel that our success is directly connected with our closer ties with our students than the Bureau of Indian Affairs had when they administered the program. We can work as an individual to individual in working with our students.

Our State of Alaska contract is to administer the high school boarding home program for our students without high schools in their villages. At the present time, we have only 45 students in our program which is probably the smallest in the State but our students come from Angoon, Hydaburg and a couple of logging camps. The contract pays for a coordinator and a secretary.

Alaska Federation of Natives contract is from the A.S.H.E.S. board and funds one field counselor who works with the education coordinator and whose job is to work with 7th and 8th grade students through high school seniors in helping them get information and apply for various schools whether it be high school, GED material, college acceptance, college financial aid, etc.

If educational contracts were possible for all regions for these services and others this would be a step to go towards. In our contracts, for instance the BIA contract, the money for the coordinator and the secretary comes directly from the grant-in-aid money. This means that money cannot be used for a college scholarship as it is being used to pay administrative costs. If all regions were to receive such a contract all the money would go into administrative costs and no money would be available for scholarships. This is one of the drawbacks of contracting for education services. There are not enough funds to contract to every region who wants or deserves such a contract.

Klukwan, the only BIA operated day school in Southeast Alaska, would be interested in a contract for educational services for its school system if the State should pass into law that all schools would come under an unorganized borough.

Klukwan wants to keep its school system the way it is today. If the law changes, Klukwan will have the option of contracting for the educational services for grades K - 8th.

Klukwan also would like to exercise local control through a strong local school board. If the State passes the law for unorganized boroughs Klukwan wants its school board to be from the village of Klukwan and not run from the Haines district or from out of the village.

This would fall either under contracts for educational services, local school boards and regional controls of school systems.

Bristol Bay Native Corporation

Presented by: Robert J. Clark

OPTIONS FOR OPTIMIZING LOCAL CONTROL IN THE UNORGANIZED BOROUGH:

1. Local School Boards, Control and Autonomy in each of the villages and military reserves presently served by State-Operated Schools (ASOSS) - We feel this is too expensive an endeavor for our villages who have no local tax base to assure a quality education. We are dependent on State and Federal funding.

2. Regionalize (educational service area) - This is the option most agreeable to us. To be expanded upon with some modifications and/or alternatives.

3. Contract with Native Regional Corporations - The Bristol Bay Native Corporation is set up as a profit making corporation. We do not at this time want to contract for educational services.

4. Organize as a borough or first class city -
   (a) Voluntary
   (b) Mandatory

This should continue to remain voluntary. Again, we do not have a local tax base to make the borough or first class city succeed. We have inquired, however, about the third class borough as a possible option for Bristol Bay.

5. Mandate local control in second class cities - Nothing should be forced upon people, especially, if it means taxing them for services they are already paying for and are not receiving. It is the larger cities who really benefit from taxes over the small villages.

6. Retain status quo - Too much frustration for everyone concerned and it is the children who really get hurt.

7. Continue status quo, moving toward one of the first five options - ASOSS for years has promised decentralization, but not much has been done. Also, too much paternalism for our own good. It's time to change it or phase it out.

8. For the military - contract with adjacent borough - Yes, separate them from rural schools.

9. Statewide System - Problems of ASOSS would be multiplied: when you get too big you become inefficient due to the immense distances, sparce population, economic conditions, cultural diversity, transportation and communication problems, and everything would really be in a mess. Whether the State is ready for this type of change or not, we don't want this type of system.

10. Undiscovered options -

CENTRAL OFFICE LEARNING SUPPORT SERVICE CENTER:

A central office learning support center should be developed out of the current Alaska State-Opeated Schools central office. It would deliver services upon request and as needed by the local education programs. Services should be dispatched to local programs from the regional office with support from the central office. Both the central and regional support systems would have no administrative power. All the policy making powers would lie in the villages and clusters if they desire to band together.

The PERCY staff, instructional staff, Federal Program man, and supply section with maybe a coordinator would be the extent of the central office. Its primary function is to be a service orientated entity. The Administration and budget section would be eliminated. Learning support services may include but are not limited to the following:

Planning support - by regional administrator, principal/teacher, teacher, specialist and/or consultant and/or Department of Education.

School Board Development - Resources from regional and/or central office and/or other resources.

Staff training - On-site training and/or regional workshops, summer courses, pre-service workshops, etc.

Materials and Media - from regional and/or central office and/or other resources.

Testing and Evaluation - from regional and/or central office and/or consultants and/or Department of Education.

REGIONAL LEARNING SUPPORT CENTER

Centralized purchasing and expediting of supplies to and for the villages.

Federal programs writer for region.

Consultants may include but are not limited to the following: Reading Specialist, Special Education Specialist, Language Arts Specialist, etc.

Clerical staff to keep records for region, State and Federal government. Make out pay checks and budget for those requesting this. An expediter would be essential. A coordinator, possibly as an Administrator is not really needed with this small a staff. This function will take place in the villages.

All decisions about programs will be made at the local level and they would ask for assistance as needed from the service unit.

The local villages would each contribute to the service unit for services from their foundation and other monies.

PROPOSED ACCEPTABLE OPTIONS TO BRISTOL BAY

In the third class of independent school district option and Administrator and usually an assistant would be needed. They would be selected by the villages to represent them at central locations, Dillingham. The administrators would be one step closer to the people than Anchorage.

The local control that the villages seem most willing to accept is in the areas of:

1. operational policy development;

2. personnel; and

3. curriculum

They for the most part want to delegate finance, budget and expending of funds to the regional service unit.

To take care of the budget, orders, buildings, work and construction an expediter is essential to keep things moving smoothly. He would save money and time in shipping; seeing that things get out on time or get in on time. When major decisions come up due to construction that are expensive and require State involvement this person could help negotiate for our needs with the State. He would be the go-between between our region and the State. Each village could deal directly with the State, but many do not have the know how and that's what the service unit is for anyway. As it is now everything has to be expedited through the central office and the regional superintendent before it ever gets to the village. The expediter at the service unit would eliminate the Anchorage "bottleneck" and we could get our supplies directly from the manufacturer to the service unit for distribution as needed.

The independent district as we see it has some advantages too. The service unit only reacts to what the villages want and may not know all the things they really want or need, whereas, if you had an administration then they can be constantly looking for opportunities that you wouldn't get through a service district necessarily unless delegated to do so by the villages.

The villages collectively could have more power through an independent unit of their own. When you join a larger group you delegate part of your own autonomy and authority along with it. You in effect say: We are going to give up some of our local rights so that we have this cumulative right. We are joining the "club" and when we do, we now only have one vote. If we don't join the "club", we have all the votes of what happens in our village. So, you give up something when you join an organization such as this. You could retain all the power and ask of the service unit only what support you request of it. The service unit is then like having a bunch of independent districts in each village.

The service unit could have an advisory board from each village which simply coordinates to see that each village gets its supplies and services they have requested.

If the villages want to retain a lot of local autonomy then the service unit would seem to have preference. If they want to have cumulative autonomy and power an independent district or borough would be the way to go.

Either the independent district/borough route or any other route is better then the State-Operated Schools. The ASOSS are a constant frustration. It's frustration for the regional superintendents who can't really operate a system in the villages, it's frustration for the people who really don't have any say about what happens to them. We are not even able to choose our teachers. Though we have some say, when you get right down to it, the final say is made in Anchorage if they want to make it there. We are after all only advisory boards and aren't "qualified" to do teacher selection.

The bureaucracy and cumbersomness of going through the ASOSS central office for everything is simply another "bottleneck" on the way to the State office of education, as education is a State function.

The relationship to be ideal between the State office and local school should be as direct as possible. Then we would have a direct "pipeline" to the source of all education in Alaska. Anytime we have to go through an office like the ASOSS in Anchorage to get there, we cut ourselves off from that source of supply and let it filter through all kinds of people that we have no control over; people we may not trust; people we may not know; new people; people who may not be oriented to our particular needs out here in this "bush" area. Anytime we can wipe out the middleman between us and the sources of our funds; source of the authority on which we establish education as the State government, we better ourselves. We need to do this as much as possible. Without question we need to separate ourselves from the Anchorage office.

When we get down to the regional level we may not be able to make this "pipeline" as direct as one small, one teacher school to Juneau, but we may have to band together and speak as a large group in order to be heard effectively. So the question is, how small can that local group be and still be effective? One or two small schools probably wouldn't be very effective, but five or ten schools banded together could produce a voice that could be heard a long way. The choice is up to the people.

In a cluster of villages there is enough of a base to have a principal who can supervise the schools. Then there could be the administrator located out of Dillingham to supervise all the cluster groupings. The administration could be delegated certain authorities from the villages, but if the control were in the cluster villages then the principal who is selected by the school boards would be the center of administration. If, however, there were the central administration out of the service unit and each village or cluster sent a representative they would be giving up some of their local autonomy in doing so. The advantage of speaking with a louder voice to some makes up for the loss. So, if there is a question of keeping local control which the people want, but yet if they feel too small by themselves then the cluster grouping has merit and validity.

Again, in any event the "bottleneck" that we have to go through at ASOSS is just another hurdle we have to go through to reach the Department of Education and the Legislature. Everything has to be cleared through the central office as they decide whether or not our cause is just, whether or not we get our maintenance man, cook or whatever, and that's what's wrong right there.

The service center could have a coordinator similiar to a person ahead of a resource center in the ASOSS. He would have no authority other than to coordinate efforts between the village, region, central support system and Department of Education. An advisory committee with policy making powers from the villages would meet with him and request certain types of support. Each village will pay for its support received. He reacts entirely to what they want.

Some things the villages have to consider between the service unit and the independent district are: in forming an administrative unit you give up something - you in effect say we hire this administrator to administer our schools. They both work under a policy making delegation, but the principal of the cluster group is closer to the school. He is more responsive locally. And, when you delegate part of that power as one of twenty-six (26) villages to one centrally located administrator, he is farther removed from you and you have a smaller voice individually. You now have 1/26th rather then 1/5th or so depending on how the region was broken up into cluster groupings and/or individual schools. The principal then too would not be the force in the schools, but would be under the Area Administrator who acts through him.

By going to a larger administration the local control is moved further from the local school. This could be similiar to a "mini-ASOSS," except that since it is closer than Anchorage the problems wouldn't be so pronounced. An administrative unit located in Dillingham would be many times better then having it out of Anchorage. And yet, we could still use the supportive services provided out of Anchorage Central Office Learning Support Service Center. If we want to take this further, it would be even less removed if we have a principal in a unit cluster of villages and no regional administrator. It all depends again on how close the people want the government to the school. If they want it right in the school they merely run it without any help. If they want it in a cluster of so many villages and if they trust themselves to do it that way, good! At the same time they could be pulling in service help from Dillingham and Anchorage to support their program. If this isn't a comfortable route, then they should have the option to program into a larger administrative unit. It all depends on what they feel they can accomplish.

Though my people want local control with options and the ability to delegate any responsibilities local control demands of them to a regional type service unit, and though they like the concepts of a regional board, being able to form clusters or independent districts, they are still a little bit reluctant perhaps due to the paternalism so long prevalent in Alaska.

ASOSS for years has promised to decentralize and let us go our own after providing us with training, but what sounds good on paper in actuality hasn't happened. A last hearted effort is being made to justify and perhaps perpetuate their existence for awhile longer. If it is perpetuated then let it do so as a central office supportive service unit for all the regions without any administration and control of the villages' money.

DISTRIBUTION OF CONTROL AND LINE OF AUTHORITY

State - State Laws
Local - Determine all policy within State Law, can be delegated out.
Regional Learning Support Center
Central Learning Support Center

SPECIAL CIRCUMSTANCES IN RURAL ALASKA

Because of the special circumstances in rural Alaska as spelled out by the CNER as: Several factors make Alaska unique in the kinds of special problems it has in delivery of education. Among these are: (a) its sparce population distributed over a vast geological area, (b) its great cultural diversity, (c) the immense distances between centers of population, agency offices, and administrative units, and (d) the present and future economic conditions affecting the lives of its people. The several basic principles that cannot be compromised in the planning of the future of education for rural Alaska as stated in "Rural Alaskan Natives Speak for Themselves" on Senate Bill 122 are still concerns for my people. Briefly: (1) The responsibility for planning and decision-making with regard to any local educational programs must rest with local people. (2) Each village should be able to assume as much or as little autonomy as the people of that village choose, and delegate the rest to whomever they choose for as long as they choose. (3) District (or service area, or regional) education boards must be composed of representatives from each of the villages in that district (one representative from each village), definitely not according to a "one man/one vote" formula. (4) Local school boards that feel they are ready for complete autonomy now should be given it. (5) Any statewide rules and regulations that continue in effect and that apply to local school boards or service areas in the unorganized borough should be minimal in nature and number, and flexible enough to allow for local self-determination and program design.

The powers of the Department of Education should be expanded by a WAIVER PROVISION to enable the Commissioner or State Board to suspend or waive any requirements of the Alaska Statutes or State Board regulations in their applications to any specific schools or district, in order to permit and encourage innovation designed to improve the learning program; in the event any local or service area board should come up with a viable and well-planned educational model outside the traditional mold, then the Department of Education could free them from externally-imposed constraints to implement it.

Since the minimum number of pupils to operate a school is ten (10), we would like the section of law stating that there is to be at least one teacher fluent in the Native language of the region for a minimum of fifteen (15) students fluent in a Native language to ten (10), or better yet do away with the minimum number. We have a right to our own language. After all we are forced into learning for the most part a foreign language - English.

We feel that with the decentralization of ASOSS for regionalization in whatever form the people decide on; will optimize conditions for learning and teaching.

The ownership of land and buildings used for educational purposes would remain with the State unless other provisions were made. We should be issued use permits for usage of their facilities whatever the options are.

Finance Factors

Having no tax base to support an independent district or borough form of government we are forced to rely on the foundation formula, PL 874, State funding, or any other type of funding. If we were still considered an unorganized borough within a regionalization concept we should be able to obtain full PL 874 funding. If cut to 50% funding we may have a tough time of it.

Plan of Implementation

The decentralization of decision and policy making powers and control of the budget for local control is what we want. This should take place at the end of the current fiscal year or ASOSS will continue to perpetuate its self while we become more and more frustrated. The sooner we as consumers be the decision-makers and the "experts" become our advisors, then the schools will truly belong to us. This way we will have "education" of the people for the people by the people" as put down in Some considerations about the Future of Rural Education in Alaska or everything you always wanted to know about Alaska State-Operated School System, but were afraid to ask. The quality of education should also be better.

I believe that ASOSS has the money available to get each school board trained a little better to assume the functions of a policy-making board if it would restructure itself to that end, and get the Legislature's approval for the rest of the fiscal year.

Scope of Implementation

Our options take in both the local school board option involving the local area only, as well as the regionalization option generally requiring several villages to band together or be as one large unit, or several clusters. It also gives the option of going into the third class borough, but my people seem to be very skeptical about this due to no tax base available. Whatever option the villages in my area concede to, they definitely want the local control and the military separate from the rural schools.

From some consideration about the Future of Rural Education in Alaska, put out by ASOSS, we concur with their definition of long-range comprehensive planning. It states that it is a logical, sequential, cyclic process involving all affected persons through which an educational program is evolved. The process included, but is not limited to the cyclic steps.

1. Identify problem
2. Analyze problem
3. Develop alternative solution strategies
4. Select solution strategy
5. Develop detailed plan
6. Implement plan
7. Evaluate

Premise

Changes on any level of an educational system must be brought about through long-range comprehensive planning involving all affected parties and through systematic and orderly procedures. However, we still feel that the methodology can be used for immediate implementation if so desired.

Legislative Changes

The laws calling for the Alaska State-Operated Schools to represent the unorganized borough and that the boards be advisory, must be changed. The choice of a second class city to manage its schools should be put into effect. The changes are numerous, but to have a good functional educational system in the "bush" they are needed. After all we send our children to school to help them solve life's problems; problems they will encounter along life's way. Problems in the "bush" are very different from the urban areas. We owe our children the best education. Whether they want to stay in the village, move to an urban area, go on to college, or a trade school is their option. To date they haven't been fully prepared to tackle these different problems but with people being involved in the decisions and setting of policies, things have to look up.

Though we are few in number in the "bush" we take up a large area. Our legislators should be sensitive when they make changes involving our interests. The interests of the urban and rural areas are often very different, but each area has validity for its interests and needs. This needs to be respected, for the rural legislators who are few in number, speak on behalf of their constituency.

The way we see it is that the principles that are to be initiated should not necessarily be weighted according to population, but according to what those principles have to offer.

Kawerak, Inc.

Presented by: Perry T. Mendenhall

You know in fact that the education in our rural area has been of deep concern for many of our people. What with the changes in our life style, many of the preconceived ideas of molding a Model Native into the American culture are fast becoming one of the chief concerns of parents who are watching their offspring turn into bodies without any identity, or, if any, a very mixed-up identity. As everyone in the present system seems to know, but cannot seem to really do anything about, this problem of converting from one culture to another is creating too much of a problem in trying to educate a Native child well enough to cope with life in the rural area. We are under the opinion that with the decentralization of the school systems that most of the problems of this nature would be better handled. Throughout history, the Alaskan Native has survived the most vigorous elements of life by passing KNOWLEDGE from one generation to another. With the introduction of the American system of educating the Natives to "CULTURIZE" us, this has rocked the basic stability of life style. No more do the parents seem to have any hold on how their children turn out in life. Should our fore-fathers see the outcome of this inability to educate our own offspring, we think that they probably would have INVENTED the birth control PILL during their heyday.

The idea of advancing full control of our educational system to each local authority would probably make a few people shudder. This would probably be generated due to thoughts of financial matters. It is pitiful if it is studied deeper. More thoughts SHOULD be given towards the ill effect that the present system is having on the majority of rural students, mainly in the fact of squeezing to death the rich heritage that we have passed down to us. With deploying the responsibility to the parents of educating their own children, a two way effect would materialize; the parent would gain more stability and also feel relieved in realizing that they would have some say in this participation of passing on an education, and the student would be gaining an easier identity knowing that they are learning something that their parents want them to learn.

As well meaning as the present Native cultural programs may set out to be, WE do not think it is coming from the right direction. Being it is not coming in the form of a directive from the parents, these present programs are many times snickered at by parents and other adults. This deflates the students' interest eventually. Were it coming from the parents or through local control, even the program is the same as it is today, the outlook would undoubtedly be more positive, and there would be more of a willingness to learn by the students.

This may be somewhat theoretical, but we feel that the basic idea of having the parents, or local authorities, setting the educational programs for their own off-spring would definitely have a changing effect on the outcome of a student learning to live life to suit himself. In effect, WE are a proponent of feeding the PILL to the central organizational system, and having each village in the rural area maintain control of its own educational system, with proper assistance and advice only coming from central organizations.

BUREAU OF INDIAN AFFAIRS:

We have ten (10) BIA school sites within our region. Most of the villages have voiced a similiar view(s) as to which follows: most would rather remain under the BIA condition that presently exists. EXAMPLE...1) three or four years ago we voted 46 to 3 to remain BIA, rather than to switch to State. Also, the school board sent out questionnaires to villages who were formerly BIA, who switched to ASOSS, concerning how they like their new STATUS. Most would have rather remained BIA. EXAMPLE...2) BIA has built us a good school building and kept it maintained and there is no question of getting hot lunches. EXAMPLE...3) Another point is that our board has supported the boarding home concept (presently) in Nome and would like more students boarded there rather than other places, as it is closer to home. In another case, an ASOSS site has said about their village: "These people recall that our BIA school was changed to State school by the School Board at that time. Not through General Meeting." This case here shows that there has to be a change somewhere, to have an overall improvement in educating the adults as well as the students involved. What past changes that have taken place, made ill feelings in some villages. This also has made BIA villages WANT to stay as they are.

A feeling has been expressed that "ASOSS to continue to administer education through Regional Association...so that the new ways can be found in the area of education...(options). In our region, villages are scattered more and have more cultures than others. Villages in the same region are likely to have the same economic condition." "Also for Native teachers or aides to move up and to take part in planning."

"From the beginning of our school, BIA have been everything. Therefore, it became a habit to have BIA do all the educational part. I believe this is why we seem to be so ignorant." This has been root in us to have someone to do the responsibilities.

"Students should have the opportunity to choose the high school that they want to be in, within the region."

It should be understood that the contents of the position paper are only opinions, suggestions, recommendations, and proposals which comes closest to our own position.

THE REGIONALIZATION OPTION would be the best way to serve the needs of the students and villages as it relates to an educational system for ASOSS sites to adopt a plan in which an educational region is set up on the Seward Peninsula. This would include all listed villages in the BSNC region under the ANCSA. In conjunction with this option, there would be a transition period of one, two, three, four years with a predetermined plan. Broken down into quarterly, semi-annually, and annually bases with deadlines set well in advance to review, study and to make plans to whatever decisions should be made and acted on. (Which also depends on economic and village and region improvements in most all areas).

The reasons for not choosing the other options are as follows:

1. Local School Board Option: Within villages on the Seward Peninsula there is not a sufficient tax base to support a sound educational system. Even with the foundation program the number of instructional units that would be alloted, (to a site) they will fall way short of the needed support to even maintain the schools at present level. Secondly, it is felt that this small unit, such as if set up in every village, it would cost more money to run than to set up larger units. There would be too much duplication in each village. Third, it would be hard for a small unit such as in a small village, to attract qualified personnel to teach and administer its schools. Fourth, the background of villages in the past has not been one of real control over the schools and therefore, while it might be easy to find one qualified Board Member who is competent in aspects of School Management for a Regional Board, it might be difficult to find five to run the small school system of a small village. Sixth, a Regional District would have the advantage of drawing on experience and views from several villages while a local school board would be limited in its scope and experience. Seventh, a small village unit would be plagued with the problem of all small villages that of setting rules and running schools for your relatives and friends. It would be hard for school board members to get away from the influences that arise in a small village. One has to remember that the board member in a small village is not going to want to make enemies because he has to live there. You can not get lost in the crowd.

2. Educational Contract Option: This option has its drawbacks in that Regional Corporations, private agencies and such tend to be influenced a great deal by political factors. Regional Corporations, at present, are not equipped to handle the education problems of villages when there are still so many areas that need to be solved in relation to the Native Land Claims. In addition, we do not think that it is advisable to place the public schools in the control of a cultural group primarily directed towards solving the problems of one ethnic group. Further, we would not want the public schools contracted to an economic or already existing school district as these agencies may be too concerned with what is happening in their own business or district and lose sight of the problems in the bush.

4. Municipal Option: This option could be very similar to the Regional District except that it has one major drawback. On the Seward Peninsula it is

mighty likely that the main population center such as Nome would have an unproportionate amount of control over all other parts of the borough. It is also mighty likely that a disproportionate amount of school board members would come from this center and that they would be of the minority white population which would not allow for adequate input from the villages. If this problem could be overcome and set up along the lines of the Regional Unit to be discussed, this could be a good plan.

5. Second Class City Option: Essentially this does not differ from the local school board plan and has the same problems. A second class city cannot and should not even consider about taking local control of any type of an educational structure or system, by changing its legal responsibility to include education. This would only impose additional burdens and hardships that it could not handle. At the present time a second class city in the rural areas has enough trouble and problems maintaining and performing the tasks required of them.

6. Status Quo Option: There is a definite need to move away from the "rule" of ASOSS which is an organization governing two distinct types of schools, (village schools and military schools) neither of which it seems to know the problems of. In the past applying the same rules and regulations to both types of schools has not worked. The main center of operations in Anchorage is geared to run CITY SCHOOLS and not "bush" or village schools. Even within the teachers organization, the power structure lies with the military schools rather than the bush schools.

7. Statewide Systems: The statewide system is essentially what we have been moving away from because of the problems of communication in administering schools throughout the State. Each area has problems specific to its location and cannot be run efficiently from a central location or by a central set of governing regulations.

Because of the above mentioned problems the plan of forming the Seward Peninsula Villages into a region seems the most adequate for the following reasons:

1. The people of the Seward Peninsula Villages essentially have the same problems, backgrounds, language, and cultural background.

2. By uniting the villages into one unit it would be possible to get adequate funding for all while the small village units would have trouble with finances.

3. The Regional Unit would be able to attract competent personnel because of its size.

4. The Regional Unit would be able to handle the problems unique to villages but would not get bogged down because of a small town atmosphere like an individual village.

5. Regional Units would have a greater population to choose school board members from which would provide a better chance of electing competent members.

6. Regional Units would allow for the people as represented by these board members to have a definite voice in how their schools are run.

7. Regional Units would allow a method whereby the people in villages through elections of board members could implement change in the system.

8. Regional Units would be better suited and qualified to handle the curriculum hiring of personnel and initiation of new programs because their ideas would come from the people of that region.

9. Regional Units would be better able to control what is going on in their schools because they would be able to get rid of poor administrators and teachers, over which they now have no control.

PROBLEMS OF IMPLEMENTATION ARE AS FOLLOWS:

1. The method of financing is still a problem as the Foundation Program might not provide enough money because of sparse population.

2. Laws would have to be enacted which allow: Regional Units to form and assume financial responsibility for the administration of the schools.

3. Villages on the Seward Peninsula would have to vote for such a plan and (enough) would have to go with the plan or it would not be economically feasible.

4. A plan for transition from ASOSS governing would have to be formulated and adopted which would allow the Regional Unit to become financially sound before it is dropped on the region completely.

5. A plan would have to be agreed upon whereby functions, now performed at ASOSS Central Office, are divided among regions or taken over by another State agency.

In closing, the following is a summary of what should be considered and what steps are taken to plant the "grassroots" necessary to work out what would be taken to be the best approach in reaching our goals of improving the educational system for the unorganized borough in Alaska. First, let the villages get a better understanding of the present BIA, State-Operated Schools District. This can be done by approaching the principal teacher of whatever three types of the schools mentioned above, that each individual village has. After finding out the facts and figures concerning the type of school that each village has, and how they are operated. Secondly, when we have come up with questions that cannot be answered or need additional information from outside agencies, such as:

1. Training in school board operation, school administration.

2. What existing State laws would need to be changed in order to bring our position plan into being?

3. What new laws would have to be enacted?

4. Any other legal factors involved need to be found out and understood.

5. Finance factors such as local tax base, the foundation formula, State and Federal funding.

The five factors mentioned above need to be instructed and indoctrinated to local school boards, city councils, IRA village councils, and Native Corporations in the villages that are included in the unorganized borough of Alaska. The reason being, is that we have little or no knowledge of the five factors mentioned above and there will be more factors coming up or arising as time goes by, that we will certainly need assistance with.

Therefore, we are proposing that the Center for Northern Educational Research with the University of Alaska, as to what should be considered and what steps to take next, following this meeting on "A Forum on Education in the Unorganized Borough".

We need field teams to go out in the villages and the Regional Center from CNER or other agencies with the personnel and resources to make studies, work and plan with us so that we will have a better understanding of the structure and operations involved in the type of school system that will certainly meet the needs of rural Alaska.

NANA Regional Corporation

Presented by: June Nelson

Approximately a year and a half ago the State Department of Education commissioned the Northwest Native Association to hold hearings in the Native communities in this region and to develop an overall plan for education for this particular service area.

The officers of NANA met with the local school boards in each of the villages and reported their findings and recommendations to the State Department of Education in July 1972. The School Board and administration of this school have been privileged to be involved in this program development from its inception.

The proposal that we are about to present to this committee is the extension of the NANA planning into a feasible operational school system.

Kobuk Unified School District

During the last legislature educators throughout the State followed the course of Senate Bill 136 with a great deal of interest. The premise upon which this bill was based aimed directly at one of the main problems, but fell short of meeting this problem by eliminating the local school board and creating and placing school board powers in a "Regional School Board" which in essence creates another bureaucracy similar to that of the BIA and ASOSS and still does not solve the problem of allowing the individual community the self-determination or local autonomy that is the basis and strength of our nation's education system.

The proposal for the Kobuk Unified School District is comprised of three inter-dependent units, the most important being the Local Community School Board, second, the local school administration, and thirdly (in a supportive role) the Kobuk Unified School District Office.

Local School Board

Functionally this level of school operation will assume the duties inherent to school boards throughout the nation namely the development of local school policy, hire and terminate personnel, responsible for the local school budget, development of long-range education and facility plans.

Local School Administrator

Along with the day to day operations of the complete education program this person will also assume the role of chief school administrator in his relationship to the School Board. He will be responsible to the local school board for budget preparation, personnel evaluation and expediting Board policy into program, etc. In other words, he will assume the role common to all chief administrators in school districts throughout the State and Nation.

Unified School District Office

The catalyst necessary to make the shifting of the decision-making authority from a distant geographic point to the local community is an agency located within the district that can offer the local schools education direction and technical assistance in all phases of school operation:

1. Assisting Board in Program Policy development

2. Budget
    a. Assist School Administrators to develop local school budget
    b. Compile budgets for purposes of funding request

3. Assist the local school administrator to develop curriculum program as dictated by Board Policy.

4. Provide centralized personnel services
    a. Payroll
    b. Leave
    c. Retirement

5. Provide a centralized fiscal control system

6. Provide a centralized purchasing system

7. Assist local Board with school facility planning

8. Provide technical assistance to up-grade food services

9. Provide trained personnel to write programs that will be pertinent to the educational deficiencies of the local schools, allowing these schools to avail themselves of supplementary Federal Title funding.

10. Provide administrative leadership to assure a continuum of education program throughout the district.

Maintenance

A major problem of the smaller day schools within this district is back up support and expertise in plant operation. The adoption of a plan for rural education such as this would bring into existence a district Plant Management service center that would supply the relatively untrained village maintenance man with:

1. Immediate assistance in emergency situations
2. Assistance in developing preventive maintenance system
3. Assistance in general upkeep of school plant
4. On-going training program
5. Centralized warehousing of repair parts and equipment

The key to this concept of maintenance support is immediate response in requests for assistance, and the economy of localized purchasing of equipment and parts, doing away with the expense of duplication and stockpiling in each individual school.

Secondary Education

With the advent of three small rural high schools in the district (Kiana, Selawik and Noorvik) the advantages of unification become even more evident. These high schools can operate under three separate philosophies:

1. Each community can operate its school as individual units duplicating program, equipment and personnel at the most a staff of six or seven.

2. The small schools can coordinate their programs with each other placing emphasis in different areas and exchange students and staff for more efficient use of equipment and staff (maximum of 18 to 19 teacher talents).

3. The coordinated program could include the high school at Kotzebue which would more than double the teacher talent pool to approximately forty (40) teachers.

The third plan has engendered the most support from the communities that will be feeding students to these programs.

The exchange of teachers and students would be for short periods of time (from two to six weeks) for intensified mini courses in subjects or skills that are not taught in the home village school. This coordinated approach would not eliminate community identity with their high school, but would allow all four schools to benefit from efficient use of facilities and equipment and utilize teacher talent to the fullest.

Media Support:

There has been a need for a viable media production center for the schools in this district. This center should be located within the district and should have the capability to produce education support materials for individual teachers as well as produce television and radio education courses in both elementary and secondary levels.

Again many of the individual audio-visual materials are too expensive for a small day school to purchase, but could be made available if all the schools shared the expense.

District Steering Committee

Many problems that will arise will have district wide implications; therefore it would be feasible to have a body representative of all of the village school boards to act as a steering group for the District Superintendent. This committee would act in a variety of roles.

1. Local Education Agency in matters pertaining to Title and Johnson O'Malley funding.

2. Adjusting funding levels where local requests for budget exceed income.

3. Coordination of education efforts among the District high schools.

4. Planning for programs that effect the entire region such as a Vocational Education Center.

5. Responsible for the employment and work review of School District Staff.

Care is taken to refrain from calling this body a school board. It is felt that this terminology would lead to a weakening of the local school's autonomy if there were another level of school board also in operation in the District.

Funding:

The question of funding has probably crossed your mind. It should be remembered that these schools are fully funded by the BIA and the State at the present time. It is proposed that the Unified School District will be responsible for integrating all sources of funding to finance the school district.

1. State foundation money

2. BIA continuation of its program at present level. The only thing needed from the Bureau would be a commitment to place the two BIA schools within the organizational structure of the new district.

3. Johnson O'Malley

4. Federal Title monies

5. Local effort as economy develops

6. Department of Public works maintenance funds

7. RuralCap, Headstart and PCC funds

This presentation is a precis for a new direction for education in rural Alaska. It incorporates the thinking of the local communities within the boundaries of the NANA region. As an educator, a departure from the traditional paternalistic approach to rural education such as the one outlined above engenders an excitement toward program development to meet local needs that is rarely experienced in the education world today.

It should be noted at this point that the plan as it has been presented allows for flexibility in two areas. The first being its adaptability to future local political direction:

1. First Class City school system

2. Locally supported independent school district

3. Borough school system

4. Contract to local corporation

Secondly, it provides for the easy absorption of the Bureau of Indian Affairs' schools at such time as the State is financially able to do so.

We respectfully request that upon your return to the legislature this January that this concept of the Unified Rural School District be given your full consideration. We would like to see the following four steps taken:

1. Enabling legislation introduced and passed that would create a Unified School District.

2. We recommend that initial transitional grants be made to create incentive to form rural Unified School Districts.

3. Planning money in the amount of $60,000.00 be made available to a local agency to develop the detailed comprehensive plan.

4. Inclusion in the State Department of Education's budget the money necessary to make this plan a reality in fiscal year '75.

Yupiktak Bista, Inc.

Presented by: Harold Napoleon

Brief Regional Description:

In order for any person to understand another person it is important to know the background and history of that person along with his present status. In order then for Senator Thomas's Committee to understand the position of the region known as the AVCP/CALISTA region here is a brief regional description.

The AVCP/CALISTA region is located on the Yukon-Kuskokwim basins and is composed of a total of fifty-three (53) villages with a population of about seventeen thousand people (17,000). Out of the seventeen thousand (17,000) people living in the region about sixteen thousand (16,000) are Yupik Eskimos and the rest are of mixed stock, the immigrants.

The economic base for this region on the village level is still heavily subsistence with only a number of people in the villages working as full time employees. This reliance on subsistence can be illustrated by the median family income for the families in the region, which is $3,714, the average of all incomes in the region, including those highly salaried State and Federal program employees whose incomes have a tendency to boost the regional average.

The median educational achievement level in the region is the fourth grade presently which is a great jump from the second grade level where it was just two to five years ago.

In the AVCP/CALISTA region State-Operated Schools run fifteen schools one of which is the regional high school in Bethel, one of two high schools located in the region are run by the Bureau of Indian Affairs.

Several preschool programs have been introduced to the region. Headstart, run through the Rural Alaska Community Action Program, Inc. in Anchorage is one. The Bureau of Indian Affairs and the State also operate several preschool projects. Both the State and the Bureau run several bilingual programs.

There is a disorganized system of Adult Basic Education being provided by both Federal and State educational agencies but this program has no specified nor recognized regional goals.

The AVCP/CALISTA region is one of the last culturally "pure" regions left in Alaska. Pure meaning that this is a region where acculturation has not fully affected the basic culture of the people which is Yupik Eskimo. The vernacular language is still Yupik and the people in general still practice their traditional living habits.

Whether or not this culture is going to be preserved is dependent on a number of things most important of which is the educational system that this region created.

On the Decentralization of State-Operated Schools in the Unorganized Boroughs:

Yupiktak Bista, Inc., the nonprofit corporation for the AVCP/CALISTA region believes that there should be decentralization of the State-Operated Schools into Regional Districts. We feel however that this decentralization should not be mandated or designed by the State Legislature but that it should occur under initiative of a region.

Decentralization should not be mandated or designed by an act of the legislature for several reasons. Firstly, the legislature does not know which regions want to take over their schools or are prepared to take over their schools. The Legislature would undoubtedly set an effective date for turnover which might not necessarily reflect the readiness of the regions. Secondly, if the State Legislation passes an act designing a system to replace State schools, that system may not necessarily be the best for any number of regions. What the State Legislature should do however is to pass an enabling act designed to enable the regions to assume responsibility of their schools when those regions feel that they are capable of doing so.

The enabling legislation should allow for an interim period during which time school board training can be organized. This interim period should also see advisory boards given more powers than they presently exercise such as development of curriculum. The administrators of State-Operated Schools should also become responsible to those school boards who should be given the power to hire those administrators.

The Enabling Act should also allocate money on an annual basis to ASOSS for the hiring of Technical Assistants who would aid the various school boards in their training and preparation for takeover. These technicians would and should be working for and with these advisory school boards.

Decentralization should occur through the initiative of the regions because those regions more than any other persons know when they are ready. Those regions should also be allowed the freedom to set up their educational system so that they may thoroughly understand it and know its mechanics. If the State were to design the system for all the regions there are many school boards who would not be able to even begin to understand the mechanics of that system. The regions should set their own systems as they see best with technical assistance from the State.

It is in the best interests of the State of Alaska to see an orderly turnover of schools to the regions. It is also in the best interests of the State to create a working system. Working in terms of meeting the needs of that system constituency.

Nowhere in the states has there been this opportunity to involve all concerned parties in the creation of educational systems. And it is only in Alaska that this can occur.

Metlakatla City Council

Presented by: Karl S. Cook

Everyone agrees that the sooner we have local control of our schools the more efficient we will handle our problems of education. We must make sure that any move we make is an improvement in the education of our children. It would not be wise to make a change just for the sake of change. There are many technical problems of money and policy which, if not planned for, could mean complete disaster for our children's education. With this in mind, Metlakatla would like to propose the following as a position to be taken to accomplish the transition from State-Operated Schools to Local Control.

1. A study of funding should be done by the State Department of Education and be provided to each local school board. It is important to question whether under local control there will be more money or less money available to operate each local school. Attention should be paid to supply and service problems.

2. When this is completed, local districts should have the option of preparing their own plans for independence or joining with other schools either in a region, sub-region or other groups planning for local control.

3. When a local school district has completed this plan for independence either for itself or with other schools, it may petition the State Board of Education for independent status. Then the State Board of Education will grant such status if the local district or schools meet the requirements of being able to operate independently as requested by the board and reviewed and approved by the State Department of Education.

Several questions we foresee:

1. Will independence and funding under the State Foundation Program mean more or less money than the schools presently receive?

2. How would each local district adapt itself to funding under the State Foundation Program?

3. Will we be guaranteed no less than we presently receive per pupil?

4. Who will pay for the services now provided by State-Operated Schools central staff in back up of the local district?

5. Would the local district get a share of this money, and would it, if distributed, be enough to take care of service and supply problems under the Foundation Program?

Each school board anticipating independence or association with other schools will need some funding for planning. This includes trips to Juneau and Anchorage to meet and confer with the State Department of Education and ASOSS officials. In addition, if regionalization is desired, there should be funding for planning sessions in which representatives of all the affected boards could get together to prepare a plan for the new district.

After analysis by the State Department of Education, these questions and resulting information should be reviewed and voted on by the local people. It is impossible to make decisions which effect the lives of children without knowing the facts, and each school board has the right to those facts.

The most important part of the whole process should be the independent review of the preparation made by the local school or schools to take over the responsibility of operation. In order that there be some reasonable testing of the proposal such proposals should be presented to the State Board of Education for evaluation.

The State school board should then consider whether the plans take into consideration the financial facts of life, what plans have been developed to handle and account for money, whether the local plan shows adequate understanding of State teacher and employee laws, how supply and service functions are to be carried out, what the State curriculum requirements are and how they relate to the local school(s) and how management problems are to be handled generally.

Metlakatlans recognize the importance of developing independence for our schools. We believe that we should be allowed careful planning. When this plan is developed and the local district has demonstrated that it can handle its school then it should have the right. Our goal is better schools for our children. With this, independence would depend on information provided by the Department of Education and State-Operated Schools with which local communities would prepare and show they are ready.

Headquarters, Alaskan Command

Presented by: Karl W. Kristoff

The Alaskan Command respectfully submits for consideration of the Interim Committee of the Alaska State Legislature on Prehigher Education and the Center for Northern Educational Research of the University of Alaska the following matters concerning decentralization of the Alaska State-Operated School System (ASOSS).

INTRODUCTION

We in the military, not unlike other communities, are vitally interested in the educational system that affects our children. However, by nature of the military profession, we are faced with a circumstance not common to most other people. The military family is transferred frequently to points covering the globe. As a result, our children often attend from five to ten different school systems during the Primary and Secondary school years and are thus exposed to their attendant problems, differing quality, curricula, organization, administrative policies and so forth. In view of the military child's unique educational circumstances and because military children attending on-base schools comprise approximately 50% of the total ASOSS enrollment, representation of military parents in the organizational structure should be of prime interest to everyone concerned with education in Alaska. We recognize, of course, that the responsibility for the education of all the children within Alaska, and the manner by which it is provided, is that of the State.

In January 1973 a Bill was introduced in the Alaska Legislature which, if enacted, would have removed the on-base schools from operation by the Alaska State-Operated School System (ASOSS) and further, would have terminated the military representation on the ASOSS Board of Directors. At that time, the main concern of the military community was that the Legislature, in considering this legislation, did not have the opportunity to fully explore all the consequences of decentralization which might affect the quality of education offered to children attending schools on our military installations. This concern prompted the Commander in Chief of the Alaskan Command (CINCAL), at the invitation of the Alaska House and Senate HESS Committees, to submit to the Alaska Legislature a position as to what form decentralization should take if enacted. This position was advanced in the form of a paper and personal appearances by command representatives before various Legislative Committees. Subsequent to the introduction of the initial legislation, many other suggestions were made by a number of factions of the Alaskan community as to the form decentralization should take.

We have observed, during the ensuing months, the increasing emphasis being placed by the State Legislature and various officials of the State Administration on further serious examination of all the factors involved and all options available should a decision be made to change the existing ASOSS structure. The Alaskan Command is grateful to note that the in-depth study now in progress should insure that all attendant factors are fully considered before legislation to change ASOSS is enacted.

EINCAL has no particular objection to the decentralization of ASOSS, provided that, in the event of decentralization, high quality education in the community is maintained during a planned, orderly transition designed to preserve Federal funding and assuring effective representation at both State and local levels of military parents in the system of schools attended by their children. In light of the present in-depth study of the ramifications of ASOSS decentralization, CINCAL does not at this time propose any specific recommendations as to the form decentralization should take. However, the following four important areas of concern should be thoroughly examined prior to enactment of any legislation which would change the present form of the Alaska State-Operated School System; to wit, representation, Federal funding, local circumstances and transition time.

Representation:

The ASOSS as presently constituted provides for meaningful representation of the military parent at both the State and local (installation) level. When the Legislature created the ASOSS and provided for representation for military parents in the formulation of the policy and programs of the schools attended by their children, the Legislature must have recognized that education is such a vital function in the development of a child that the parents have a fundamental, equitable right to be represented in that process. We are not aware of any factor which has changed the nature of this truth.

However, by the end of the last Legislative Session in April 1973 there was, as noted earlier, decentralization legislation pending which would have mandated the removal of the on-base schools from ASOSS without providing for the continuance of the quality of representation currently accorded the parents of the children attending those schools. In fact, no representation whatever was provided at the State level even though the contracts by which the schools were to be operated were to be entered into presumably by the ASOSS and "contiguous City or Borough School Districts." Further, while the Legislation provided for representation at the local level, it was unclear as to what form such representation was to take.

Another factor to be considered concerning State level representation is that there is at least one ASOSS school system on a military installation (i.e., Adak Naval Base) and possibly two others (i.e., Eielson AFB and Ft. Greely) which do not have "contiguous" City or Borough School Districts capable of operating the installation schools in the event all installation schools are removed from the ASOSS in the decentralization process. Whether it is decided that these schools are to be operated at State level or via some other means, representation at the State-wide level of the parents of the children attending all of the schools located on military reservations remains of vital importance.

The numerous options concerning the representation issue are well documented in various proposals of the Legislative Committees, the Alaska Department of Education, the ASOSS, the Alaskan Command and other organizations and individuals who have participated in the previous meetings and discussions. These proposals will not be further discussed here. The point which we wish to make, however, is that adequate, appropriate and truly meaningful representation of the parents of children attending schools on and off military reservations is paramount regardless of the form the eventual decentralization of ASOSS will take.

Of the total ASOSS enrollment of 15,041, the military dependents total 7,511 as follows:

INSTALLATION	GRADE LEVEL	AVERAGE DAILY ADMISSION OCT 73
Elmendorf AFB	K-6	1,918
Ft. Richardson	K-6	1,463
Ft. Wainwright	K-8	970
Eielson AFB	K-12	2,169
Ft. Greely	K-8	340
Adak	K-12	651
	Total	7,511

Not only is representation important as a matter of philosophy, representation of military parents should also be considered essential as a matter of equity since military dependent children comprise 50% of the ASOSS enrollment.

Federal Impact Funding:

The quality of public education accorded to residents of a state can generally be said to be directly proportionate to the funds available for that purpose. In Alaska, funds are provided for the education of children whose parents are part of the military segment of the population by Section 238, et seq. of Title 20 of the United States Code, popularly referred to as PL 874. The level of funding received by Alaska under PL 874 is unique due to the preferential status accorded to the State by the United States Commissioner of Education. A number of theories have been advanced at various times concerning potential reduction of Federal impact funding as a result of decentralization. The amount of credence to be accorded any one or all of the various opinions concerning PL 874 funding is a matter of pure speculation, since the U. S. Commissioner of Education is given broad discretion under the law in the matter of providing preferential treatment. However, the State Legislature in April 1973 was apparently in possession of sufficient information that it specifically excluded "educational purposes" when it passed legislation annexing three of the largest military installations (i.e., Elmendorf AFB, Ft. Richardson and Ft. Wainwright) to adjacent municipalities. It has been reasoned that should legislation now mandate the operation of schools located on military installations by "contiguous" Borough or City School Districts the purpose of the annexation legislation in excluding "educational purposes" will have been defeated with a resultant reduction of PL 874 funding. Again, one can only speculate concerning whether such a result would occur unless it is possible to gain more information on this matter of vital concern.

We submit that further information can be gained. Accordingly, it is recommended that a concerted effort be made by the responsible agencies of the State to discover from the Office of the United States Commissioner of Education what impact, if any, the various options for decentralization of the Alaska State-Operated School System would have on the level of PL 874 funding. Such an inquiry would end speculation concerning any reduction of federal funds, potential or otherwise, which would or could result from the decentralization legislation, and provide the legislature with the firmest indicator of the financial implications of any action it may choose to take in this area. Should the Office of the Commissioner of Education be unable to reply to the inquiry, we urge that the State Attorney General's office and other appropriate State agencies be requested to carefully analyze the law with a view toward resolving the matter.

The Better Schools Act, presently pending before the Congress, may also have an affect on the funds available to educate the children of military families in the event of decentralization. At this time, we are not certain of the Act's chances of becoming law or its exact impact if it does. However, we urge the responsible officials to analyze these factors prior to decentralization of ASOSS, perhaps through contacts with the Alaska Congressional Delegation.

Consideration of Local Circumstances:

The differing circumstances of each military installation and their "contiguous City or Borough School Districts", together with the views and opinions concerning decentralization held by military parents and the responsible school officials of the adjacent local communities must be ascertained and thoroughly considered. Given the factors of diverse backgrounds, the community structures and the differing educational goals and requirements, it is understandable that the administration of on-base schools together with rural schools may not be compatible. Even within the military community, parental views differ as to the optimum method of school administration. While one installation may desire local autonomy, another installation may consider association with an adjacent organized Borough as the most desirable method of decentralization. Additionally, the opinions of the local "contiguous" civilian communities affected by decentralization may vary. One community (e.g., Anchorage) may be quite willing and prepared to accept control of the adjacent, on-base schools while another community (e.g., Fairbanks) will do so only under strict and positive conditions. The preservation of Federal funds and ownership of educational facilities/equipment will be major factors to the communities assimilating the on-base schools as a result of decentralization. The level of influence or control of educational policy making granted to local communities (military and civilian) will certainly also reveal differing points of view.

Finally, the circumstances of the smaller, more remote installations (Adak/Ft. Greely) should be considered with a view toward providing the same educational opportunities available to the large installations.

Transition Time:

Any reorganization of the ASOSS will need time to evolve. Since the final character of the new educational system, if there is to be one, is yet unknown, definitive time phasing standards cannot be determined. The organized Borough and/or City School Districts, if they are to assume control or portions of the ASOSS, are in the best position to submit recommended time schedules for the transition to take place.

Conclusion:

As stated in the introduction to this paper while the Commander in Chief Alaska has no particular objection to the decentralization of the ASOSS, he does have an objective. That objective is to insure that, in the event of decentralization, high quality education in the military community is maintained during a planned, orderly transition designed to preserve PL 874 funding and assuring effective representation of military parents in the system of schools attended by their children. Considering this objective, it has been heartening to note the careful consideration being given this issue by all concerned during this period preceeding the next Legislative Session. We are hopeful that the product of all the hearings and meetings attendant thereto will represent a better system of education for all of Alaska's children. We deeply appreciate this opportunity to present our position.

Department of Education, Correspondence Study

Presented by: Margaret Justice

This paper does not direct itself to the first area of concern--"Options for Delivery of Educational Services." It has been written with a specific method for the "improvement of the quality of education" for children, youth and adults residing in Alaska.

Why is Correspondence Study Suggested?

Correspondence Study is one of the best ways to meet the needs of a sparce population living within a large geographical area. It is one of the foremost methods of individualized education. It can be used by any age student, in any location, at any time. A person can learn the material presented in the course of study alone or in conjunction with one or more people. Correspondence can be used for personal improvement in any area, by persons of any age, ethnic background or past experience. Correspondence Study courses may be completed under the supervision of certified teachers, uncertified personnel or by one's self.

What is Correspondence Study?

Correspondence Study is a means to receiving an education without regular attendance at a school facility and/or being under direct supervision of a paid instructor. On the other hand, the student receives continuous instruction and assistance from highly qualified educators. How can this be?

1. The curriculum follows textbooks and their accompanying materials and/or audio visual materials which have been prepared and written by experts in the various fields--no "hit or miss" here.

2. The guides or syllabuses accompanying the books and materials have been written by specialists who are well experienced in teaching the subject under study--no "novice" teaching here.

3. The student is periodically and personally monitored as to his progress through the use of a variety of examinations, reports, projects, etc., which are evaluated and commented upon by certified, experienced teachers. Assessment

of progress and teacher counseling is made to the individual student, not to a classroom or group of competing students--students learn and are then advised as individuals according to their own strengths and weaknesses.

The educational packets are shipped to the student after an application has been completed and after a transcript or report card has been sent. At the elementary school level, a year's course of study is sent to the guardians. These boxes contain all of the books, teachers manuals, workbooks, examinations, prepared guides and supplies--down to the last rubber band--needed for completion of one year's "grade" equivalency's work. Secondary school youngsters enrolled in the Department of Education's Correspondence Study are provided high school courses prepared and corrected by the University of Nebraska and the American School. All lessons returned to the students are first monitored by the Correspondence Study Education Administrator in the Juneau office. Help and assistance is given if necessary. (See Attachments).

The State of Alaska has approximately 500 kindergarten and elementary school children enrolled in courses which follow the State Department of Education's Elementary School Scope and Sequence and uses the texts from the Adopted Textbook lists.

Secondary students, at the present time must follow a curriculum prescribed by "outside" schools which for the most part follow the Carnegie unit.

What Areas are Covered?

At the kindergarten-elementary levels all areas of the basic curriculum are offered--Science, Social Studies, Language Arts, Mathematics, Art, Music, Health and Physical Education. The daily lessons are designed to coincide with a regular school day's work. The high school courses offered expand from the basic college preparatory--English, Social Studies, Math and Science to all facets and levels of elective studies. The basic courses required for high school graduation contain an exceedingly wide variety of options for receiving credit. The electives cover everything from typing to diesel mechanics; there are Correspondence Study courses to teach logging and pulp mill operations, oil drilling, navigation, transportation career oriented courses, hotel operations, gun or small motor repair...advanced (college) credit can also be earned.

Correspondence Study need not consist of a box containing books, an accompanying syllabus and tests to complete and send in for evaluation. True, many courses are prepared in this manner. However, secondary courses also come with tapes, filmstrips and special equipment such as electronic kits, sextants, motors, art supplies, and so forth. The elementary school courses include supplementary educational materials in the form of a variety of references, games, manipulative devices, library books, audio-visual items and additional study packets for special types of students.

With All of This, is Correspondence Study Successful?

We have found after studying the grade point average of our students over the past ten (10) years that the longer a person studies through Correspondence Study the better his grades become. We have also found, through questionnaires, that our students feel they "learn a lot more" through correspondence study than if they attended a regular school.

Although little research has been done, David T. McAfee from the University of Montana has discovered this also. In the article "Correspondence Study May Offer Some Answers," School Management, October 1973, he states the following:

> Objections centering on the fear that the correspondence course student will not learn as much as the student in the classroom have been pretty much laid to rest by findings that just the opposite is true when controlled groups of students, some taking correspondence courses and others studying the same subject in the regular classroom, are examined. Indeed, in a survey of studies of this nature I found only one study out of many which held the opposite, and this study seemed to be one that had been made under less than adequate controls. It would seem that the evidence favors the conclusion that supervised correspondence study is as valuable or perhaps a little more so than classroom attendance. This conclusion raises some interesting questions concerning the educational processes presently utilized in most high schools.

Any interest or need of Alaskans can be met through Correspondence Study courses just as successfully. The writer feels that packets of study should be produced to cover pre-school through junior college. The courses should be designed for all levels which cover Alaskan current history, economics, politics, parenthood, arts and crafts, mining, fishing, business administration; and so forth. A survey of need and interests in rural Alaska would soon discover what additional courses should be prepared for distribution and study.

How Can These Courses Be Utilized?

Correspondence Study could and should be used in conjunction with a much broader program of study. At the present time the North Slope Borough School District is including extensive travel in addition to its use of these courses.

The Department of Education's office now has a method which allows correspondence study students to contract for course credit. (See attachment).

This enables concentration of study in a specific field of endeavor to cover a particular interest or need. Under this contractual arrangement, students could use part of their State foundation monies for on-the-job experience while living in an urban community for a period of time. They could contract to learn the many special skills necessary to live fully and comfortably in our wilderness areas; local people could be hired as teachers.

Students studying in isolation or near isolation need peer group contacts. A Correspondence Study program could include group meetings of youngsters in nearest communities several times yearly. Discussions, small group tutoring, social affairs, sharing of individual projects, sports and specialized but generalized educational programs could become part of these group sessions.

Another important aspect to group meetings is that home teachers and student supervisors can be brought together for in-service training during these times. Correspondence Study's first in-service conference held in Fairbanks last October revealed the values and needs to continue this practice; all participants were extremely positive in their reactions.

What Are Other Advantages to Correspondence Study ?

This forum has been called in order to look once again at education for rural Alaska. If the participants genuinely consider our unique educational problems related to sparce populations, cultural diversities, immense distances and economic structure then Correspondence Study cannot be overlooked.

Correspondence Study contains advantages that no other system of education offers.

1. No certified personnel need be hired or housed at the local level. A local resident can supervise the students' progress, administer tests, encourage regular hours, and work with the Correspondence Study's advisory teachers.

2. The Correspondence Study office is open twelve (12) months a year and serve pupils at all times. This allows students to work at their own rate; they may complete a course of study as rapidly as they are able and move on. Or, they may need to extend their study time in one course or another through the summer months. Study can stop and begin again after whaling, fishing, trapping or logging season is over. Correspondence "school" is still in session.

3. The course options for high school youngsters are much greater than what a small high school can offer. The vocational choices extend far beyond what any secondary school offers locally.

4. Courses can be moved from place to place. This is indeed an advantage for our mobile working population as there is no need for a parent to disrupt

his child's learning process when a move becomes necessary. In addition, vacations can be taken during the winter months, courses can be continued while on vacation.

5. High school students can continue their education at home whether they are married, working or are having to care for an ailing parent and/or younger children in the family.

6. Supervised or unsupervised correspondence courses are available for students wishing to receive their General Education Equivalency or eighth grade diploma.

In addition to these major advantages, there are others which are not generally recognized. Past questionnaires to our students and home-teachers help to verify the following:

1. As a home teacher teaches, she learns and this learning is an enjoyable process.

2. The relationships and understandings between parent and child are strengthened. Interests become more compatible.

3. The parent begins to develop a surging, self-satisfying feeling of self-importance.

4. Both parents and students believe that more is learned by study through correspondence.

5. Parents and students alike felt that the most lasting strengths of Correspondence Study was its ability to teach self-discipline, self-determination, self-initiative and other related characteristics of maturity.

6. The majority of our parents and students preferred correspondence study to attendance at a regular school.

With these things in mind, perhaps it is time to look toward the family structure again for the education of our young people.

Are Correspondence Courses Expensive?

The boroughs and local districts receive full foundation support for their correspondence students. This legality, in itself, implies an equalizing cost factor is attached to correspondence study. However, correspondence study need not be as expensive as other traditional methods to education and it may well become a most satisfying yet economical way of seeing that free public education is made available to all children and adults of legal school age.

The recent Rand Corporation report listed several items which perhaps point to the benefits of correspondence study courses and which could bring a reduction in costs. (See attachment).

Who Will Pay the Costs?

All costs related to any district's "Annual Plan of Service for Correspondence Students" (See attachment) should be paid by State or Federal funds coming from one source or another.

The State Board of Education has taken a stand on keeping a major portion of Correspondence Study under the direction of the State Department of Education. This was done due to the relatively few students enrolled in home-study in relationship to its scattered pupil population located throughout the State. It was felt that a centralized location was particularly needed for curriculum development at the elementary and secondary school levels; no one school district had enough Correspondence Study students to warrant handling its own pupils without great cost in developing courses, purchasing materials, and monitoring student progress. They felt there was little need to duplicate these services.

The State Department of Education will probably be turning to the process of using Program Receipts from local districts. These funds will be funneled into the Correspondence Study budget to use for improved services for all students served. This, of course, means that a cooperative effort is necessary between and among all districts and the Department's Correspondence Study. Control and direction of the program would be at all levels--students, family, community, city/borough school districts and the State Department of Education.

What Plans for Implementation?

Correspondence Study can begin immediately using the many courses which are presently available. Research of Alaskan needs and the development of additional courses and services would be an on going continuous process in future years. All that needs to be done is for the Education Administrator to approve the district's Annual Plan of Service for Correspondence Students. As far as the need for housing, fuel and teachers, the local people would make that decision and place those expenditures in their " Plan of Service".

What Legislative Changes are Needed?

There seems to be no need for legal restructuring to incorporate Correspondence Study into a local educational program. The local school boards can simply approve an "Alternative Educational Program" using Correspondence Study. Nome, Kenai, Anchorage and North Slope Borough School Districts are already using this option.

There may be a need to change the compulsory education law relative to students who reside two miles from a school or bus stop. (See attachment).

What Future Plans for Correspondence Study?

In addition to scheduling group meetings for students and home teachers the following may be made available.

1. Area offices--these would be located in communities nearest the greatest populations of correspondence students. Certified personnel would be on call for assistance and guidance at all time.

2. Home teachers and supervisors may be receiving some kind of compensation for their time and effort.

3. Ancillary study kits need to be developed at all levels and for all specialized areas of interest.

4. Diagnostic testing and placement need to become an automatic part of the program.

5. Student counselors need to be available for personal and vocational assistance.

6. A research team must become a reality for how are we to know the strengths and weaknesses of Correspondence Study in Alaska without sound, reliable continuous data?

Ray W. Harris, Teacher

Government Hill Elementary School
Anchorage

I believe Alaska is on the threshold of BIG things! It has always been a free and exciting place for me to be, but now it is even more exciting with the unprecedented Native Land Claims Settlement; the installation of rural computer and communications satellite services; the organizing of the twelve regional Native Corporations; the passage of the momentous Alaska Pipeline Project. We Alaskans do indeed stand on the threshold of BIG things!

There is no guarantee that these things will be all, or even partly positive without such planning as this Forum represents. Therefore, as a long time resident of Alaska, I would like to suggest the following considerations for both a smooth and upgrading transition to a new concept of rural education in Alaska.

This proposal intends to confine itself to several organizational features of school staffing which may enhance other positions taken regarding the unorganized borough school system. However, it is based on the assumption of clearly defined behavioral objectives according to the specific needs and expectations of the rural Alaskan, both Native and non-Native. This is not intended to be a complete position paper in terms of finances and implementation.

It is the writer's belief that rural Alaskans must be brought socially and economically into the mainstream of Alaskan life if they are to function as an intimate part of the whole State. We are all dependent upon a unified State, socially and economically, for a prosperous future in Alaska. The potential for an expanded and knowledgable leadership to bring this about exists throughout rural Alaska. However, much of this potential is naive and inexperienced. To thrust these people into a situation for which they are not prepared is to predispose them to almost certain failure. This statement is by way of saying that a newly conceived school system can and should play an important role in such a transition.

This paper is built around the new, but tested concepts of differentiated staffing on an expanded scale. The literature indicates that it is most desirable to have at least three levels in the professional (certified) teaching classes. Examples might be: (A) Master Teacher; (B) Senior Teacher; (C) Staff Teacher.

> The Master Teacher could assume curriculum responsibilities just subordinate to the principal. Perhaps he could be responsible for implementation of ongoing curriculum objectives, developing resources and assisting with local in-service training, in addition to regular classroom planning and teaching duties.

> The Senior Teacher could be subordinate to the Master Teacher and responsible for planning and developing weekly and daily lesson plans for himself and subordinates, within the overall objectives developed by the Master Teacher. The Senior Teacher could also be responsible for carrying out his plans as a regular teacher.
>
> The Staff Teacher could be primarily responsible for functioning as an on-line classroom teacher without the time consuming responsibilies of planning and developing resources. The writer believes such a position could lend itself very favorably to persons not aspiring to higher administrative positions and satisfied with moving more slowly horizontally on any given salary schedule. It may also be very facilitating as an entry level position into professional levels of teaching. This position could be more analogous to the "journeyman" in many trades. Their academic requirements could possibly be slightly less, although still full professional.

A second point in such a program of differentiated staffing may provide for effective entry of many non-certificated personnel at the level of "Paraprofessionals." It appears that two general classes might be recommended. Examples might be: (A) Clerical Aide; (B) Instructional Aide.

> The Clerical Aides could possibly function best doing office and clerical duties. Assisting with record keeping, duplicating materials, etc. They would have a minimum of student exposure.
>
> The Instructional Aides could be expected to have substantially more exposure and responsibilities for students. Since some people function well with students they could monitor classroom and playground activities, act as community and cultural resource people, etc.

It is often practical to have several levels within each class of paraprofessionals. Studies have demonstrated very positive results by bringing even less than high school educated personnel into limited roles within the school system. Because of their maturity, and particularly in this case, cultural awareness, many persons could be utilized as resource persons, monitors, playground supervisors, record clerks, cafeteria workers, etc.

Studies of differentiated staffing have consistently demonstrated the following points for a viable paraprofessional structure:

1. There need not be a definitive list of aide functions. In fact it is perhaps desirable that no list of duties be prepared at the beginning of a program.

Instead, under leadership of the professional staff, functions be permitted to evolve as the need arises (within legal and other necessary boundaries).

2. Another important consideration in the initial planning is that of career progression. The system must have built into it inherent rewards and incentives for self-improvement along particular lines. For individuals who are newly employed, or have been minimally so, this is especially important. Everyone benefits when individuals in a community can do useful work. Career opportunities are also fundamental in the creation of needed leadership.

It is well within the new enlightened concept of education-as-a-lifetime-endeavor that mature, responsible adults can be assisted to aspire to the new and challenging goals of community, regional, State and national leadership. The writer believes this time to be a rare and exciting opportunity for the educational community.

CONCLUSION:

Many sources agree, "Several factors make Alaska unique in the kinds of special problems it has in delivery of education. Among these are: (a) its sparse population distributed over a vast geographical area, (b) its great cultural diversity, (c) the immense distances between centers of population, agency offices, and administrative units, and (d) the present and future economic conditions affecting the lives of its people." (DEVELOPING A POSITION PAPER ON EDUCATION IN THE UNORGANIZED BOROUGH). With these points in mind, it appears that a staff which is qualified to provide much of its own in-service training would be very desirable. Furthermore, by adding a staff position which could facilitate entry into the profession, much could be accomplished. Such an objective could quite conceivably be coordinated with our own University system.

The utilization of paraprofessionals is not new, but the writer believes does offer many special features within our unique situation. It can be both a benefit to the school system as a special resource in the rural setting and an aid to the individuals being employed.

It appears appropriate to suggest that implementation of a plan is urgently needed. The writer is aware of several teachers in the existing ASOSS rural program who are apprehensive about their future. If this concern continues unresolved for an extended period of time there is sure to be a serious negative selection process of existing personnel. Many non-Native teachers in the ASOSS system have far exceeded their minimal contract responsibilities to learn Yupik, including local dialects; to gain a genuine understanding and appreciation for the cultural heritage of the Native peoples of Alaska; and finally, to develop deep and meaningful relationships with the Native peoples in their respective communities. If replacement appears necessary, an alternative plan might be to rely on normal attrition and retirement whenever possible.

Finally, but not least, the importance of cultural and seasonal influences of peak summer activities should not be overlooked. When training and orientation programs have ignored these factors in the past, many State and Federal programs have yielded much frustration and abandonment.

Lester B. Sands, Professor of Education,

University of California

Only a great love for the State of Alaska and its people could prompt an "Outsider" from the "Lower-Forty-Eight" to summon sufficient temerity to offer some suggestions on the reorganization of Alaskan Rural Education. However, a careful analysis of the documents related to "Developing A Position on Education in the Unorganized Borough" suggested an area where a person (outsider) not deeply involved in the administrative technicalities of education in Alaska might make a contribution.

I am impressed that the Presentation concerning unorganized boroughs is far from being a completely administrative or managerial problem, but in essence is a "Curricular" problem. In fact, practically all the real problems in education finally focus down upon the school curriculum; and this situation is no exception. This Position, that the problem is basically Curricular rather than Administrative is borne out by the statement on page two of the Guideline document which states that the two concerns are: the "existing and potential structures for the management of education as they apply to the State. Two, we wish to improve the quality of the educational program". It is obvious that the only purpose of educational management at any time, is to guarantee the highest quality possible of education.

My basic position is primarily concerned with "improving the quality" and functionality of education in rural areas of the unorganized borough, by going into the roots of the matter, the Curriculum. From the implications of curricular investigations, the obligations and functions of educational management are derived and can be materialized.

In regard to the style of the management, I am impressed that the use of #7 Transition Option is the most superior of those selected. Any radical and immediate departure from the sources of expertise would become chaotic at best. I feel that the transition should move in the direction of two other options: #1 Local School Boards Option; and, #2 Regionalization Option. Other types of options to account for particularized problems in various situations should be left "open for negotiation." The theory behind this proposal is that there seems to be no good reason why several types of options should not be available, not only to meet specialized conditions, such as On-Base Schools or Municipalities or Second Class City situations, but also to provide for time during which the electorate may become knowledgeable respecting the total reorganization, and may elect the form most suitable for them.

In terms of managing the reorganization of the school curriculum, I envision four prime sources of authority and finances. These are as follows:

1. Local Councils and agencies of Alaska Native leaders;
2. Regional groups, comprehending several villages with Native leaders;
3. State of Alaska Agencies, ASOSS, etc.;
4. Federal Government agencies.

In this brief "Position Paper" the four sources will be diagnosed in terms of their possible functions in the reformed program for rural education. In particular, their curricular relationships will be indicated.

In terms of the reorganization of the Curriculum, three areas stand out as deserving maximal consideration by all those responsible for the reform and decentralization of education. While these three areas may be subdivided into innumerable categories for in-depth analyses, yet they offer a reasonable basis from which to initiate investigations. They have the quality of being fundamental to the concerns of this reorganization movement; they are naturally united as distinguishable areas; and they can be analyzed and developed to form a basic curriculum.

Area I. Alaskan Native Culture:

Probably the most significant force that has actuated this decentralization, reform movement is the desire to preserve and perpetuate the customs, traditions, and cultures of Alaskan Native peoples. The intensive desire to pass on to their youth their ancient heritage of self-reliance, independence, and cultural achievements is foundational to this movement.

By employing the knowledge and influence of Alaskan Native Leaders who can call upon the local people for contributions, it is possible to describe that culture which should be transmitted to youth. This effort will apply both to local and regional villages or congeries of communities. This will involve cooperation and participation of hundreds of Native leaders and of local inhabitants, to determine what aspects of their culture should be in the school and community curriculum. It is an enormous task, at least.

Area II. Foundation Education:

The term "Foundational Education" is used to comprehend those areas of the curriculum that lead to literacy, good citizenship, basic knowledge, skills, and appreciations. It refers also to the instruction essential for normal participation in cooperative living in modern, Native communities.

More specifically, this area implies the need for determining what aspects of sciences (life and nonlife), mathematics, social sciences, language, literature, healthful living, and personal development should be provided in the schools. This is a task involving local, regional, state, and Federal agencies who are specialists in developing curriculums for rural areas.

Area III. Technical Education and Culture:

Every community and region has distinctive needs in terms of technical education. Also, the young need guidance into those areas of specialization in which they can find success and attain self-sufficiency. In determining the most appropriate technical curriculums to be offered, cooperation with all agencies is necessary. Financial resources to support such programs extend far beyond the local village or region.

The following chart attempts to bring together some of the major problems facing the directors of this decentralization and reorganization project. It is acknowledged that this is but a suggestion of the process.

This "Position Paper" takes the stand that those responsible for the "decentralization plans" and "improving the quality of education" should give maximum efforts to developing guidelines and criteria for quality education in the unorganized borough. From the presentation of directions for writing a "Position", it becomes obvious that only the section on "Distribution of Control" considers the problem of the curriculum (page 6). One could ask such questions as: "Is quality in education achieved merely by transferring authority over the schools from one agency to another?" or, "Is the disassembling of strong centers of education, such as the Indian Schools, and distributing its functions to 'decentralized' authorities, really a constructive plan?"

From the position of an "outsider" who has since early youth been intimately associated with rural education and schools for Indians, there seems to be a struggle for control of economic resources in this situation, rather than a united effort to improve education. Just the number of administrative "options" is indicative of the excessive energy being expended on managerial controls. The position of this paper is that there should be a refocus of the participants in reform toward the substantive problems of the curriculum, and a more deliberate and wholesome approach to the problem of "who controls what." This does not mean to derogate the administrative problem, but the stress toward those ends now seems to becloud the fundamental problem of quality in the schools.

In respect to other factors in describing your position, the circumstances of rural Alaska having special problems because of "sparse population" widely distributed; "cultural diversity"; "immense distances"; and "present and future economic conditions", are so well known to everyone that they cannot be forgotten. It should be brought out that these same circumstances can be duplicated in ten thousand situations of the world where Native populations are on the periphery of civilization, culturally and geographically. However, Alaskan Natives are in a unique position in that the people of Alaska are vitally concerned that those in outlying regions receive every educational benefit. Also, the people of the United States in the "Lower-Forty-Eight" have charged their Federal government to recompense, insofar as possible, the injuries and indignities suffered by Natives in past generations. From this humanitarian basis, the Native populations of America and Alaska are being privileged with financial aids that are unique in the world. No other Native group on the globe has such a call on the resources of its nation. This is indeed a wholesome situation and those concerned with Native education should keep it in mind. It is a rare and unique privilege, symbolizing a relatively new humanitarism that is actuating the more affluent people on the globe.

For the above reasons, it behooves the functionaries in the reorganization process to move forward on a broad constructive basis, rather than become entangled in the economic and political webs of management. In terms of the "length of time" needed for the transition, such a "reform program" as is envisioned, cannot be done in less than three years. However, a basic tenet of "curriculum modernization" is that it is an "on-going", never-ending process of development of material, application of it, assessment and evaluation, and continuous modification and adaptation. While the curriculum problem is without limit, a period from three to five years might be sufficient to account for the administrative rearrangements. As local and regional leaders become more experienced and knowledgable in school control, continuous changes in their functions can be anticipated.

In terms of the "Scope of Implementation", it should be obvious that the local, regional, state, and national leaders will become involved in a long process of negotiation, leading to many changes both in administrative and curricular matters. All areas that are concerned with education will have to cooperate to achieve the goals of this worthy project. Great expertise in education exists among present leaders at all levels. It is natural to expect some villages to have sufficient resources to develop their own programs in cooperation with wider agencies. Many other villages or groups will undoubtedly benefit with the assistance of leadership from a cooperative enterprise.

In reference to "Legislative changes", the needs to realize this reorganization, decentralization, and improving education will emerge as participants arrive at decisions regarding desirable administrative and curricular arrangements. The fault with much educational legislation found in State School Codes is the precise, over-rigidity of the regulations. Some State codes include a 1,000 pages or more of such directions. In this situation, legislators should be advised to provide for flexibility and liberality in their laws pertaining to this reorganization so that experimentation and adaptations to local and regional conditions can be provided.

My selection of Options: #7 Transition Option in combination with #1 Local School Boards Option and #2 Regionalization Option appear to comprehend the basic problem of rural reorganization and decentralization. However, it appears that in some situations, all other options are reasonable and applicable. I am committed to the concept of the "Maximum Local Control" of education. But I am also convinced that few local groups have either the curricular perspective or adequate resources to produce their own programs. They need the help of experts in these matters. Also, they can only enlist the full support and cooperation of State and Federal agencies by establishing standards in education that will improve the product of the schools. Merely by rejecting the established schools and the "establishment", the local agencies can injure their own cause.

Financial factors are of paramount importance in any reorganization plan of education. As all participants are familiar with the isolated and undeveloped condition of most rural areas, it is obvious that a modicum of financial support for change will come from them. They will be dependent on the financial support of wider, more affluent areas; the well-developed borough, the resources of the State, and the contributions of the Federal government. It is apparent that local and regional leaders must work closely and harmoniously with these agencies of broader scope. While the Federal government has given increasing support and aid to education in the states during the last twelve years, the dependability of this national support on a continuous basis is uncertain. The same should be said for Foundational Support; it is of doubtful continuity. Only the processes of State funding offer hope for continuity.

An apology: this author wishes again, to express his feeling of rashness for pretending any semblance of authority over Alaskan rural education. He can say that after four extensive visits to nearly all parts of the State, the enclosed expressions in this "Position Paper" appear to have some rationality. I appreciate the opportunity for elaborating on my ideas.

EDUCATION IN THE UNORGANIZED BOROUGH - "To Improve the Quality of education" thru "Decentralization

By: Lester B. Sands - University of California, Santa Barbara, California 93106

CURRICULAR REALMS - VALUES	RESPONSIBLE AUTHORITATIVE AGENCIES	FINANCIAL RESPONSIBILITIES	TEACHER TRAINING INSTITUTIONAL LEVELS
I. NATIVE CULTURE AREAS Distinctive Local values Cultural assets to be preserved, transmitted Regional traditions of adjacent cultures Statewide Native traditions; customs; mores Language forms; idioms Living customs; homes Local occupations; work Local arts, crafts, dance Recreation, religion	Alaska Native Leaders have fundamental responsibility Local options are open Regional groups under AFN can unify cultural education for villages. State oriented AFN and other native groups can aid on statewide bases. Federal and inter-state groups can organize natives nationally.	Considerable local support is possible from immediate resources Regional boards, like local and call for local support. State support can be anticipated to a considerable extent Federal support is a possibility in some aspects of program	Local school and community projects, local teachers. Regional boards may encourage teachers in villages. State programs for Elem.-Sec. teacher training in culture Federal projects to train teachers a possibility.
II FOUNDATIONAL EDUCATION Literacy; needs; Language Literature, local-general expressive needs. Social Sci., Citizenship Sciences; life-non-life Healthful living, practices; standards, medicine Arts music, art, dance, drama; creativity Mathematics, applied Domestic sciences	Local native leaders should express local needs for emphasis in Basic educ. Regional native leaders and groups should define the wider needs for education State active leaders and educators should give strong directions on educ. Federal agencies can contribute with national plans for rural education.	Partial support may some from local financial resources Regional support in like local; it is not dependable. State resources are expected to be the prime means of money Federal resources may possibly come to the aid, not certain	Teacher-Training for Elem.-Sec. teachers in Colleges, Uni., Local Regional Tch-Trn. in localities as well as Univ.-College State support of native centers for Tch-Trn. Also UNI Federal projects for local centers for Tch-Trn. Elem-Sec.
III TECHNICAL-VOCATIONAL Occupations; vocational Guidance; information Local technical needs Industrial training: automotive; navigation machines; electricity maintenance; repair Lumbering; fishing hunting Oil-gas resources. Aviation; transportation Applied sciences, math	Local leaders may specify exact technical needs for their locality. Regional leaders, councils, and committees have authority to guide developments State responsibility for furnishing curricula and means for technical educ. Federal participation in financing, materializing and supervising programs.	Little or no support can be anticipated from localities. Minimal support for technical ed. is probable Maximum finances for technical ed. is certain from State Federal participation and support has always been strong.	Local facilities may provide technical teacher education Regional centers may give some techn. educ. for tch. training State Universities, colleges supported Also, local Centers Federal closure of Indian schools, with resources to State

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RurAL ALaska Community Action Program, Inc.

Presented by: Michael C. Harper

As most rural people know, there has to be an improvement in the education system as far as being responsive to the needs of the community; improvement of facilities, quality of teachers and teaching methods, a curriculum that is relevant to a student's needs, whether it be cross-cultural courses or courses that will prepare them to enter into any training program of their choosing. It will be the position of RurAL CAP to try and reflect those positions of the sub-regions that bear common interest in this endeavor and to leave specific positions or requests to each respective region.

RurAL CAP is in favor of establishing independent school districts only if and when the people in the community feel it proper. In order to accomplish this, the community should be encouraged in its efforts in several ways.

1. Local school board effectiveness training should be immediately undertaken. Contracts for this training should be extended from the Department of Education to regional non-profit corporations.

2. Appropriate legislative action should be taken to allow second class municipalities to form independent school districts without encumbering them with the financial and management burdens of First Class City status.

3. Where appropriate, clusters of small communities should be encouraged to form independent school districts. Third Class Borough status should not be a prerequisite for this arrangement. Other possible models of municipalities have to be developed with the input of the people in the planning stage.

RurAL CAP strongly endorses course context that is relevant to the rural Alaskan experience. This includes such things as ANSCA, bilingual programs, cultural heritage programs, and local government training. Additionally, courses should be offered that prepare students for the realities of 20th Century life.

Again, local control should be the cornerstone of these curriculum innovations. In some cases, this will require contracting certain program management functions to local organizations.

Also, Adult Education should become a function of the school system.

There must be a program which will train and develop people for positions that will be created, for instance: school boards, teaching positions, administration positions, etc.

In short, we advocate a curriculum that deals with the totality of each individual community; and which, at the same time, maintains a high standard of education comparable to any western school.

Additionally, there must be a highly developed communication system organized between all educational institutions within a region and other institutions of learning within the State. This could include increased research into the feasibility of satellite communications, local control of media development, etc.

We advocate that the military set up its own school board, separate from the rural local school system.

In closing, one comment on State support: Since the State has taken the position of restricting the taxing authority of local governments, then the State has a moral obligation in several areas:

1. Insure that capital improvement programs are continued, especially in those areas that have been deprived of their tax base.

2. Guarantee that monies are made available for training local school policy boards so that, in time, they will be equipped to handle all aspects of effective school administration.

3. During the transitional period the Department of Education must provide strong transitional support in areas of training personnel, improving logistics, communications and elimination of "red-tape" that involves time.

Other Position Papers

The Fort Wainwright Advisory Board and the Glennallen School District papers were sent to the Center for Northern Educational Research after the Forum. They were not formally submitted before the Forum. The papers of Ms. Teeluk, Mr. Demientieff and Mr. Mueler were prepared from the transcript of the tape of their presentation at the Forum and were reviewed and edited by them.

Fort Wainwright Advisory School Board

Presented by: John C. Cooper

The position of the Fort Wainwright Advisory School Board regarding the matter of decentralization of the Alaska State-Operated School System is as follows:

1. Contracting of the Fort Wainwright Schools to the adjacent school district, the Fairbanks North Star Borough School District, would be the principal position of this Board.
2. Should contracting of these schools with the adjacent Borough not materialize, the Fort Wainwright Advisory School Board should have the latitude to examine options for decentralization and to select that option which it would find most suitable for its schools.
3. The question of meaningful representation on any school policy-making board is of paramount importance to the Fort Wainwright Advisory School Board. Some form of guaranteed representation should be established under a plan for contracting or should be established within any of the options that might be legislated for implementing decentralization.

Glennallen School District representing
the following schools
Chistochina, Gakona, Glennallen, Paxson,
Copper Center, and Kenny Lake

It is the concensus of the majority of the school board members of the above schools: that this school district should have local control of the educational process within its area: that the implementation of this should be pursued at a steady pace in order to determine by what means this can be best attained in regards to financing, legal governmental structure, time frame, etc. It is of major concern to all school board members that we do not enter into an agreement that we cannot live with financially and yet maintaining a high level of educational program. At present, most members favor a school district in the form of a local educational service unit. Now the existing law only allows this in a third class borough; since the third class borough is for educational purposes only. A study group composed of members from each local board is now being formed to further explore this avenue of local control of schools.

Fort Yukon Advisory School Board

Presented by: Richard Mueler

A brief of the paper is as follows: The first point: Complete control to communities that want it by July 1, 1974 by a regionalization option. Two: Control of the schools in communities not wishing complete control by July 1, 1974 by either a statewide option or a contract option.

At the end I would like to make some comments of my own that have not been discussed with the board as a result of things I have heard at this meeting.

This paper was not something that was acted upon by Fort Yukon Advisory School Board. The points in it were discussed, but there was no action taken. The paper was not completely written at that time. Fort Yukon has been quite active in some sort of decentralization in wanting to take over control, so this thing has been discussed much in the last six months there. Control of schools in the unorganized borough should be implemented in the following fashion:

Complete control should be given to all communities who desire it by July 1, 1974 by the following method: REGIONALIZATION OPTION: In any geographical area if there are one or more communities with a combined population of five hundred (500) or more that wish to organize together into a school district, they should be allowed to do so. They should receive their funding from 100% foundation funds. That school district should have all the same powers that other independent school districts have. The school board for the district should be made up of equal representation from each community involved in the district. In the event that equal representation will not be possible because of unchangeable laws, then the district board should be designed so that as many powers as possible could be given to each local community. Powers would include local school policies, hiring and firing of local teachers, curriculum, etc. (You may remember in Juneau when we discussed this last year, the feeling of almost all the bush people was that we didn't want large communities like Fort Yukon controlling a region. We would like to have one person representing each community. The answer we got back was that that was not possible, that we would have to go to some sort of a one man, one vote system. So that's why we speak to it here). This plan would allow the larger communities like Fort Yukon to form their own school district, if there were not other communities in their area that were ready to unite with them at that time. You may remember that at the meeting of rural representatives on decentralization of ASOSS on March 6, 1973 in Juneau the Fort Yukon representatives presented a petition signed by about 50% of the registered voters saying, "We the people of Fort Yukon feel that the time has come to assume the responsibility and accept the control of education of our children." I have that petition with me today. We still feel that way. To be fair to ASOSS we must say that since that time they have allowed us to review paper work, interview teachers and administrators and area specialists, and make our recommendations. They have followed almost all of those recommendations. We are happy with our selections.

All communities who do not desire to have complete control of their schools by July 1, 1974 might be administered by one of the following options: (a) A STATEWIDE SYSTEM: ASOSS should be completely dissolved by July 1, 1974, and those schools should be administered by the Department of Education. That Department should then do everything within its power to train the people of those communities immediately to run their own schools. (You note that we did not say to train the school boards. We said the people of the communities, because there are many people in those communities interested in running schools who may later be on those school boards). The present orderly school board training program of ASOSS is too slow. (b) CONTRACT OPTION: The second option for administration of schools in communities not wishing complete control by July 1, 1974 could be by the contract option. Under this option when ASOSS was dissolved by July 1, 1974 the running of the schools could be contracted out to local or independent school districts or maybe to regional Native non-profit corporations. In this case also extensive training should be given to these communities as rapidly as possible.

In summary let me appeal to all of you, let us do everything within our power to get together on an option that will be able to pass the legislature that will finally have our children getting the kind of quality education that we want them to have. (That ends the paper. Now my comments).

In hearing the NEA proposal for study it was my feeling that if we would have heard it before I think the local board may have backed that sort of study. It leaves a few questions though unanswered to me. They are: (1) Does it abide by all the necessary laws that Commissioner Lind mentioned in his presentation? (2) How would the hiring and firing be done? (3) Would there be local advisory boards in each community? If so, what would be their powers? (4) What about the villages that don't feel they are ready to make educational decisions for their school?

Tanana Chiefs Conference

Presented by: Mitch Demientieff

The first item I have is a letter I received yesterday that came addressed to Senator Lowell Thomas from the Tanana Advisory School Board. It reads as follows:

> We, the people of Tanana, Alaska feel that it is impossible to obtain optimum conditions for educational programs under the present operation of Alaska State-Operated School System.
>
> This is not meant as a reflection on the many dedicated people who are now employed by A.S.O.S.S. Central Office. Unfortunately, all of the people employed by A.S.O.S.S. are not dedicated to helping improve the education in the bush schools. Until the past two or three years the voices of the people were not listened to--even now they are not heard.
>
> The Regional System of education delivery or supervision would be superior to the present system if the people of the area could choose their supervisors. The people of different villages should be able to ask the region for either total supervision or for help in areas where they feel weak.
>
> With Regional Systems of education set up in the best working form there would still be the need for a Central Office. The Central Office should provide technical advice for plant management and expansion. The Central Office should be equipped with a Budget and Audit Department. This office should write payroll checks. The region, and or, small schools should keep records which they will send to the Central Office for disbursement. The Central Office should be concerned with material development, teacher enrichment, and training for supervisors. Such departments as PERCY should be directed from the Central office. There should be catches of PERCY in the Regional Offices.
>
> The Central Office should be responsible for stocking the Regional Offices and seeing that there is a reasonable amount of sharing of materials between Regions.
>
> The Central Office should not be concerned with contracting Superintendents, Principals, or Teachers. The Regional Office

> should contract personnel for schools requesting that service. The Regional Office should allow those which feel competent to contract for their own personnel. We in the regions must keep in mind the type of program we wish for our children before contracting teachers.
>
> We must request that the professionals deliver the type of teaching we deem most desirable for our school.
>
> The greatest problem resulting from decentralization of our schools could be that those of us who have worked for decentralization would be satisfied with our victory, and not strive to better our schools in the future. This we do not believe will happen.
>
> If the present system is continued I (may I say we) can see militancy coming from the bush areas. We have seen our children graduate from high school with nothing but a thin piece of paper. No skills or whatever it takes to make it on the outside or to make it at home.

This letter is signed "Sincerely, Mrs. Edwina Moore, Chairman, Advisory School Board, Tanana, Alaska."

These are some of the thoughts and concerns that I have and the people in my region have since first discussing this somewhat lengthened issue. We decided that regionalization is very definitely the vehicle that looks to be the most satisfactory. Of course, there probably would be one person from each village as a representative on a regional board with power or decision-making authority coming from the village board level. Whatever other powers decision-making powers that the local boards want to disseminate to a regional board that vehicle should also be there.

But I think that one of the overriding concerns that the folks have in most of our villages is the fact that we do not have in many of the villages enough people to be able to run a school board or to run a school at this time. Most of the people that we have are sitting on village councils and are sitting on the newly formed village corporation boards. The majority of their time is taken up implementing the land claims legislation. Many of the villages are hesitant at this time to assume the local control of schools. Consequently, we have taken the position that one of the thoughts that should be incorporated into the legislation is a somewhat lenient time frame in which schools can make the transition from this current system that we have not to assuming local control.

Those of you that were in Juneau last year remember that one of the highest priorities we had at that time was school board development which, of course, did not make it as I remember through the legislative finance committees. I still think that it is a very, very important issue both on the regional level and on the village level. I think that also the option should be there for the regional associations to contract to provide those services. Earlier this year, through April, May and June, the Tanana Chiefs contracted with the Bureau of Indian Affairs to do some advisory school board development work within our region. We found it a fairly successful program except for the one fact that we were limited with the funds that we had available. We were not able to go or be very comprehensive with our boards. We could have used some more money to follow up. Since that time we know what the needs are of each of our villages compiled in that report. Because we do not have any money, we cannot go out and follow up on the tremendous amount of work that we got out of our school board developers. We decided that we would let the village people decide who they would want to provide the training. We took the people into Fairbanks. We sent them to Juneau. They were in ASOSS in Anchorage. They obtained a great amount of knowledge in the techniques of school board development and relayed this as well as the decentralization issue on the rural folks who thus contributed immensely to the report that was compiled.

At this time I would like to share some figures with you that we think are going to be important. I do not want to discredit these figures. They are figures that we received from or we took from the conference committee's budget report. They are figures that we have tried to give the State. Any decision that hinged whether it should go one way or another we tried to give the State the benefit of the doubt on line items that we weren't sure of. We tried to do a little bit of an analysis of what we considered to be key figures. First of all the total ASOSS budget for this current year is something like $37.2 million. $26.3 or thereabouts is Federal and about $10 million is State monies. Of that, breaking down between military and rural, there is about $12 million military budget. Just over $9 million is Federal, and $3.1 million, I guess it would be, is State. The total rural budget is something like $22.8 million of which $17.3 is Federal and $5.5 million is State. In comparison say with the independent schools or the borough school districts with the foundation support system the average is about $1,200 at a low that the State contributes per student in the independent school system. This is opposed to Stute funds contributed to ASOSS students which are under $700 per student. There seems to be a little bit of discrepancy in the allocation by the State in those respects - some $500. In addition, another discrepancy is that the budget for last year for ASOSS was just over or about $36.3 million. Looking at again the conference report there was a total figure that said "maintenance". I interpreted maintenance to mean maintaining the budget level from 73 carrying that over into 74. The maintenance level was something like $42 million. Yet the allocation by the State to the State-Operated Schools' budget, the total budget, was for this year again just over $37 million. This again points out that there is a little bit of a shortage on the part of the State. One of the thoughts that we have on this matter is that there should be a mandantory funding level for ASOSS students comparable with those in the boroughs or independent school districts. So we are looking at increasing the ASOSS or the State contribution to the ASOSS budget by some $4.5 million. However, before we would allocate those figures to State-Operated Schools we are going to have to expand rural input on ASOSS programs to decide what to do with this money if the State-Operated School System got another $4.5 million. That is a very questionable item in a lot of folks' minds.

The other possibility that certainly is getting a lot of interest, and I don't think should be dismissed by any group, is the possibility of starting boroughs. I think it is a very viable option that should be considered very seriously.

There are a couple of other things that I would like to address while I have the opportunity. Number one is the boarding home program which is a very real educational program in the unorganized borough.

The Department of Education has several contracts with several of the regional groups and regional Native groups in the State of which Tanana Chiefs is one. We weren't consulted by any means whatsoever on preparing the program for next year. Now we have always had a few little insights into the boarding home program. Since the time that we have been operating the program our insights have been expanding. We are just overflowing with ideas that we really want to incorporate into the program for next year. I know that I also received a copy of a letter from Cook Inlet sent to you indicating that they also would like to be consulted. I'm sure the other groups would also like to be consulted in preparing next year's program package.

Then another thing that I would like to talk about is the waiver concept. There was a waiver bill. I guess it was drafted last year but was not introduced. I think that one of the important factors that we are going to have to address during this next session is the waiver bill authorizing the commissioner to waive any State statutes or regulations to provide for any innovations or programs that are developed. I would have to say that we have a very new program up in Tanana in our region, the Tanana Survival School, that's getting into some unprecedented type of curriculum development courses as far as cultural studies and general survival techniques. I certainly would like to have the opportunity to incorporate some of these programs that we develop into regular school curricula. We have been working with Stan Friese very hard on this. I really feel that the Survival School Program is a very important program and very significant. I for one would like to see that the Department has the opportunity to recognize these courses as very relevant and meaningful courses. Thus I really feel that they need some form of waiver legislation to give them that kind of power. That's one issue that I really hope gets addressed during this next session. I am sure that we can use the Survival School and maybe coordinate it with the Tanana State School and produce a curriculum that can be more effective. The curriculum would, for example, address fishing which is something done during the off school year; trapping or similiar types of topics. We just completed the first session of the Survival School. Those kids were out there catching fur bearing animals, making sleds and making clothes. When they left that school they knew at least how to begin. The girls knew how to make clothes, the guys at least knew how to trap; whether they were successful or not they knew how to do it. They could go home and practice on their own time and get out and start a little trapline. Of course, we are limited, but then I feel that the traditional Native life style is still very much alive. It is going to be around for a long time, and I think that we ought to address it as a very viable source of income for our people.

Perhaps I could point out a few of the differences and make a few closing comments comparing the borough or independent school district with the State-Operated School System. My own analogy is filled with my own biases. Basically the students served in urban centers are something like 65,000 students compared to the ASOSS system with about 9,000 military and about 8,000 rural. In the borough systems the clients served are mostly non-Native as opposed to the ASOSS. Military are mostly non-Natives. The rural are predominately Native students. Structural differences: The borough systems are locally controlled by locally elected school boards as opposed to the ASOSS which is controlled by a board appointed by the Governor. Funding: The boroughs are basically foundation formula funded. The amount depends, of course, on the formula. The formula is opposed to the State-Operated Schools' budget. The budget goes first to the Governor and then to the Legislature for final approval. The borough funding level is mandantory as opposed to that of the State-Operated School System which, of course, is contingent upon the attitudes of the Governor and the Legislature. Foundation is usually basically 90 - 99% of the formula from the State. Again, $1,200 - $1,300 per student as opposed to under $700 per student for ASOSS. The quality I think is really a critical factor. Basically the borough or independent structure is not unsatisfactory. The military structure is basically again not unsatisfactory as opposed to the rural system which is very, very unsatisfactory.

Martha Teeluk, Yupik Co-ordinator,
Bilingual Program
State-Operated School System

On the decentralization of the schools in the unorganized borough, I think the need for Native people in Alaska is to start to administer their own schools. Decentralization might be the answer but are we, the Native people, ready for that? Do we have the qualified personnel to run our own schools? I think part of the ASOSS suggestions is quite commendable. But will the Natives really have the right to select the specific method to have control of their schools? Or will State and Federal agencies dump the programs into regional hands and just leave it at that? Another thought to consider is will these agencies still maintain control by hiring puppet Natives who will be sitting as symbols of Natives but who will, in effect, be manipulated by the agencies? This is a thing that we should really consider because in the past people have held positions in State and Federal agencies, but really they were nothing but "Uncle Toms" or what you call puppet Natives not really working for the Natives but being manipulated by State and Federal agencies. I hope this won't happen when the Native regions start their own schools in their own areas. Sure we have Native School Boards now who only act as Advisory Boards. It will take time for them to understand what their function really is because the concept of schools and education has always been in the hands of the non-Native.

This is really true because I have been out visiting in the Bethel area where they are trying to educate Native school boards on their functions. As far as I know all of them are only advisory boards so they don't really have the power to hire and to fire teachers. There are a lot of teachers who do have qualifications on paper but that's where it ends. I don't mean all of the teachers are like that. But there are some teachers and believe you me some of these teachers who teach in the bush have no business being there because they are only frustrating the Natives and really bringing the education of our Native children to the very, very low level. I do not think that certified teachers or "qualified teachers" are the total answer to the upgrading of our education in the communities. What the Natives should be looking forward to is what is being taught in the schools. Having Natives in positions is not the answer either unless they know what they are doing.

Natives should be attempting to control what is being taught to their children. There should be more subjects taught to the children that are culturally relevant to their lives at present and what will affect their lives in the future. I have been pushing very hard for the introduction into the school curriculum things relevant to the land claims settlement because when you teach subjects pertaining to the land claims you are touching on every phase of things that are important to the Native people now and will be affecting them for many years to come in the future. I think every teacher in the Federal and State agencies should take this very seriously into consideration. We have to teach the people, and the minute they enter school we should be teaching things like the land claims settlement.

Now let's not fool ourselves by thinking that because of the land claims settlement the Natives will have their revenue to run their own schools. If this happened the Native corporations would go broke as soon as they each received their share of the revenue. This is another thing too that a lot of non-Natives say. "You have a lot of money from your Native claims settlement, you can run your own schools." The responsibility of educating the children in Alaska is the responsibility of the State and also the BIA. It shouldn't fall on the Natives to take up this responsibility. Education of the Natives of Alaska is still the responsibility of the State. But just as in any other non-Native community in Alaska the Natives should be able to determine who teaches in their regions and what is being taught. Natives should not think that the financial burden of running schools should be their responsibility. Do you think the City of Anchorage or Fairbanks or other cities in Alaska operate their own schools with the revenue received from their boroughs. No. Most of the money comes from shared revenues, sometimes the shares of revenues are as low as on a nine to ten basis. But the residents of these cities still control their own schools even if they do receive a lot of their money from State and Federal grants. So we the Natives of Alaska can still have our say on how our schools should be run despite the fact that they may be funded by State and Federal agencies. Sure we will make a lot of mistakes during the transitional period. But give us the opportunity to make these mistakes because these mistakes that we make can serve as our best teachers or training. They will be better teachers to us than anything that we have ever had in our whole lives.

Also, in some areas where children still speak their Native language they should be taught in the language that they understand, that they are fluent in. Recently I had a chance to visit a school in the Lower Kuskokwim area. I had heard that the residents had asked for a bilingual education program. When I arrived and I started speaking to the teacher, he told me that he had never requested a bilingual education program. Rather he had requested a teacher aide to help him with the teachers so that the teachers could understand what the children were talking about in the classroom because the non-Native teachers couldn't communicate with the children. He said somewheres communications got crossed, and they found out they were going to get a bilingual education program. Well, as a result of that the community and the teacher have a real bad relationship. The teacher doesn't get along with the community, and the school board is really antagonistic toward the teachers because of these attitudes toward the Eskimo. He told me, these are his exact words, "The children already know too much Eskimo. If they are taught literacy in their own language, education for them is going to go backward. They should not be taught in Eskimo. They should be taught in English because when they grow up and when they start working, they are going to be working for the white man." He doesn't know. He is there in the village because of the Native people. If it weren't for the Eskimo, those Eskimo speaking children, he wouldn't be out there being employed by the State-Operated Schools. He doesn't know this. Neither does he know that a lot of Natives are in the employ of Native regional corporations. Just because we are Native and there are a lot of Natives in the villages, there are Federal and State agencies that have thousands of programs in the villages. They are rendering their services to us. He thinks every person in the world, I guess, who ever gets his education will end up working for the white man. So this was his idea of education in the village areas. They should only be taught in English. This is a read sad thing. This is only one example of one teacher's attitude toward Natives. Who knows what goes on in other schools? Our children are subjected to this kind of treatment. Are we going to tolerate it? No wonder the drop-out rate is so high in our schools, especially in our high school and college level. Let us not allow this sort of thing to continue in our schools.

This is another thing that I get very frustrated about. Sometimes I wonder if we, the Natives, will ever get off on our own because so many Natives seem to have a very passive attitude toward everything that is being done to them. This might be the result of education, you know, that has been put upon them. They have been talked at and not talked to. When you talk to a person the person answers you and you talk back to him. When you talk at a person you are only talking at him, and you don't give him a chance to respond. This has been the form of education in the past. Let us not have this sort of education continue in our schools. Let us inform the Natives the choices they do have and that they do have the right to order their own destiny. Let us not do for the Native people. There has already been too much done for them. What I mean is that people, I guess they are kind-hearted, good-hearted people, come out and tell us, "Oh, you people, you poor, unsophistocated, illiterate people. Let me help you. You need welfare. It's so hard for you to live." When these people in essence were really hard, hard working people making their living like you are. But you make your living in a different way. You sit behind a desk for your food, for your lodging and for your clothes. Well, this method was in effect the same. The Natives were working for their food, for their lodging and for their clothing in a different way. They had to go out every day and face the elements and this was all right. They were proud. They were doing it themselves. But we've got too much help from you. As a result a lot of people are on welfare. There must be some way we can get them off it. I think one method of doing it is to make them informed people. Don't you think that this is what education is all about? Don't you think information should be given to people, and then when they have the information let them do with it what they want? Also don't forget the fact that when we have the responsibility thrust upon us, we also have the right to make mistakes too. So allow us our mistakes too. Thank you.

Other Remarks

The following remarks were prepared by participants of the panel discussion that was held during the second day of the Forum.

Remarks by Victor Fischer, Director

Institute of Social, Economic and Government Research,
University of Alaska, Fairbanks

I view education as part of the general needs and goals of Alaska, as part of the State, its regions, and its communities. Accordingly, I believe that the provision of school services for rural areas and decentralization of education need to be approached in the context of general government. Unless education is dealt with as part of this totality, any special arrangements to structure rural education may end up depriving the people of effective regional self-government.

The basis for meeting decentralized educational service delivery needs exists in the State Constitution. Present laws permit first class cities to provide education as part of their general functions. Boroughs are particularly designed to facilitate regionalization of services, promote maximum regional self-government, and provide for local participation even in the provision of State services. The constitutional base for boroughs is broad and flexible and permits accommodation to the special needs and desires of different parts of Alaska; home rule is authorized as the principal vehicle for self-determination and for adapting government to the varying local regions. Insofar as existing laws are not adequate for implementing these concepts in rural regions, they need to be and should be changed.

It is not desirable to structure educational decentralization and regionalization without dealing with total regional government needs. Any special educational solutions are unlikely to work in the long run, unless they are simply imposed as a direct extension of State government. In particular, utilization of the present unorganized borough or resorting to third class boroughs should be viewed as undesirable alternatives to a constructive approach to rural regional self-government.

The existing unorganized borough is essentially a non-borough. It is made up only of what was left over after existing boroughs were organized. It is no wonder that the unorganized borough has never functioned as intended under the Constitution, for neither regionally nor governmentally does it make any sense or provide the means for delivery of State services. Even if one were to devise a means of using the unorganized borough through service areas or other arrangements, it is very unlikely that it will even be in existence a few years hence. As a result, any proposals for rural educational decentralization based on the unorganized borough should be laid to rest.

Similarly, third class boroughs are not desirable and should not be foisted off upon rural Alaska. The history of borough development in Alaska has demonstrated how an initial focus on education without adequate consideration of other factors laid the basis for continuing problems and conflicts within the existing structure. Certainly, as one proceeds to develop new governmental arrangements for the vast regions of Alaska, the total needs of the people should be considered.

It is necessary to look at all of the needs within each region, sub-region, and locality, even if that may make it more difficult to come up with simple solutions for education. The reason one must go about it in this manner is that there is no single or simple pattern that will fit all regions. Therefore, an approach adapted to the needs of each region will deal with education and other services in a manner best fit to the region and most desired by its inhabitants.

This requires the evolving of a general strategy for regionalizing the State. Specifically, the entire State would be divided, as required in the Constitution, into boroughs, either organized or unorganized. Each borough should have maximum options for internal structuring and organization and for carrying out its functions. Among these options would be the establishment of additional sub-regions as may be found necessary. Within such a system, education can be established in accordance with State standards and local preferences. Thus, the entire region could constitute a school district, or areas could be delineated along more limited high school service area limits. There are many options available once you regionalize and start adapting the borough structure to local needs, for it is at this level, given appropriate legislation, that maximum flexibility can be obtained.

The borough structure, both organized and unorganized, lends itself readily not only to the utilization of the foundation plan for funding schools, but also to the utilization of existing and expanded revenue-sharing programs of the State. Together, they can support education and other services required in each region. Furthermore, State funding can be made available both to assist and to actually encourage the kinds of developments and services that are considered necessary both from the State and the local viewpoint.

Another part of the overall approach to meeting rural needs is to learn more effectively from the experience of others. The North Slope Borough, in particular, provides an example worth studying. It is organized as a first class borough and is taking steps toward home rule status. Education is part of the gamut of regional functions. At the same time, the borough has moved toward sub-regional arrangements, with basic educational decisions being made at a level close to the people. When you compare evolution of the North Slope Borough with that in the Juneau and Anchorage and Palmer areas, you quickly see that there are many opportunities for different organizational arrangements and service patterns, and all of these and others can be experimented with through a decentralized approach.

The comprehensive strategy that I have discussed is both feasible and desirable within our State constitutional framework. It can serve not only the needs of education but promote more general objectives of the people. What is required to achieve it is the adoption of a positive approach on the part of State government to solving rural problems, including educational needs. Enough stimuli already exist to make action in the foreseeable future quite likely, and given a joining of educational and general governmental interests, I can foresee some real progress toward solving rural regional service needs and promoting increased self-government throughout Alaska.

Remarks by Rich Guthrie,

Fiscal Analyst, Budget and Audit Committee

Since I arrived late, there are two handouts which I would like to pass out now. The first paper deals with action on SOS legislation during this past session. What I have done is traced the histories of Senate Bill 122 and House Bill 192. This chart gives an idea of where they started, where they flowed, where they are now and also my guess as to what will happen this coming session. However, always remember that things can happen during the interim between legislative sessions. Changes in alignments, reasonable arguments, unreasonable arguments and just plain prejudices can all make a difference in my analysis.

There have been many good ideas presented in the short time I've been here today. But you should be aware that many of these good ideas don't even come before the finance committees. One of the reasons is simply a lack of time. Yet more often the problem is that these good ideas have not been discussed on an individual basis with sympathetic members of the finance committees prior to session. These are two reasons why legislation doesn't turn out the way it was originally conceived.

Now, let's refer back to my handout entitled "Action on S.O.S. Reorganization During 1973 Legislative Session". I've attempted to outline the legislative histories of the two major bills on SOS reorganization that were introduced this past session.

House Bill 192 and Senate Bill 122 (which are identical) both deal with SOS reorganization. They were introduced by the Health, Education, and Social Services (HE&SS) Committees in both houses. Representative Bierne is Chairman of the House HE&SS Committee and Senator Thomas is Chairman of the Senate HE&SS Committee. Early in the session, joint committee hearings were held. As a result of these hearings, the House HE&SS Committee came out with a committee substitute which dealt with on-base reorganization. The House HE&SS Committee then referred House Bill 192 to House Finance where it now rests.

The Senate HE&SS Committee came out with a committee substitute that dealt with both on-base and rural reorganization. Following Senate HE&SS approval, Senate Bill 122 was referred to the Senate Finance Committee which developed its own committee substitute for Senate Bill 122. This version dealt only with on-base reorganization. The rural issue was dropped from the bill. Senate Bill 122 then went to the Senate floor where the Senate amended and then passed the Senate Finance Committee Substitute for Senate Bill 122.

The four amendments that the Senate adopted are shown on my second handout. You should be aware that the amendments are not included in the printed copy of any bill, since the Senate waived engrossment. This action was taken to save time and send the bill over to the House of Representatives as quickly as possible. As a result, the amendments were simply typed up, attached to the Senate Finance Committee Substitute for Senate Bill 122, and sent over to the House. The amendments are not major, but I think you should take a look at them.

Upon receipt of Senate Bill 122, the House referred the bill directly to the House Finance Committee. The House Health, Education and Social Services Committee, which would have been the normal referral, was bypassed. I don't know the reasons, but you can ask Representative Bierne.

You will notice a dotted circle around "House Finance Committee". I have done this to emphasize the fact that the House Finance Committee holds both bills dealing with SOS reorganization--House Bill 192 and the Senate Committee Substitute for Senate Bill 122, which is the bill that is farthest along the trail. I will come back to the importance of this later.

Now, I'll discuss possible future action during this 1974 session. However, remember that this is my analysis as a staff person. There are many things that can cause this to change. First, I'm guessing that House Finance will prepare its own Finance Committee Substitite for Senate Bill 122. This prediction is based upon discussions last session which indicate they are very interested in the SOS reorganization issue.

Secondly, based upon past session relationships, there is a good chance that the House will adopt and pass a Finance Committee Substitute for Senate Bill 122. Presently, I don't know whether it is going to include both the rural and military. However, the present bills deal only with on-base.

After the House passes a House Finance Committee Substitute for Senate Bill 122, it will go to the Senate which can either accept or reject the House Committee Substitute. I'm guessing they will reject the House version if they follow past practice. The bill will then be returned to the House who will not change their version.

The next step will be to select a Free Conference Committee. Each house will appoint three members. The people that appoint those Free Conference Committees are important. The Speaker of the House, Representative Fink from Anchorage, appoints the three members from the House. The Senate President, Senator Miller from Fairbanks, appoints the three members

200

from the Senate. The Free Conference Committee, six people, must then develop the compromise committee substitute. It is important to note that a Free Conference Committee can come up with any kind of a bill. There are no restrictions. In other words, the Committee can take a bill and completely change it. Now, I'm guessing this won't happen with Senate Bill 122, but it illustrates the power of a Free Conference Committee in the Alaska State Legislature--six people.

Now, after the Free Conference Committee comes up with a Committee Substitute, the bill goes back to each house. They have one decision--accept or reject it. There can be no amendments.

Now, let's get back to why I think the House Finance Committee is important: They hold both bills; both bills deal with the military only; and they have the bill vehicle that's farthest along. If they choose to work with Senate Bill 122, there will be no more discussion in any other committee, unless a whole new bill is introduced. However, any new bill would still have to go through the process and would also eventually arrive at the House Finance Committee. So, I believe it's important to know the people in the House Finance Committee. If you have ideas regarding SOS reorganization, these are the people who should be aware of your ideas. Other legislators talk to and do influence Finance Committee members, but keep in mind where the influence has to be made. The members of the House Finance Committee are: Chairman, Rep. Hillstrand, Anchorage; Vice-Chairman, Rep. Haugen, Petersburg; Rep. Warwick, Fairbanks; Rep. Freeman, Ketchikan; Rep. Saylors, Anchorage; Rep. Specking, Hope; Rep. Ferguson, Kotzebue; Rep. Ose, Palmer; and Rep. Barber, Anchorage. You will notice that three out of the nine are from Anchorage and only two could be classified as rural--Rep. Specking from Hope and Rep. Ferguson from Kotzebue.

Now, since the Finance Committee does hold both bills, the hearings will be there. I would like to discuss some of the issues that I feel will be concerns of the House Finance Committee.

First of all, I'll discuss PL 874 funds. I don't think that the House Finance Committee or either of the Finance Committees are going to knowingly jeopardize the present PL 874 rate structure. SOS received about $26 million in fiscal year 1974. If present rates were jeopardized, it could cost the State General Fund $13 million, and they aren't going to knowingly do that.

Secondly, expenditure control will be an issue. Right or wrong, it's the general consensus of the Finance Committees that SOS has historically over-expended its budget. The reasons are unclear. Some say that SOS has been under-funded, while those who have been footing the bill say it is poor control. You can guess which side the Finance Committees generally take.

These past two sessions, the House Finance Committee has been extremely interested in SOS, as Mr. Friese can tell you. They were so concerned that they imposed controls on SOS for fiscal year 1974. This was accomplished through formulas requiring accountability, better expenditure controls by SOS, and the use of enrollment projections as a basis for funding. As far as the Finance Committees are concerned, these controls are an improvement. Yet, it appears that not enough other people agree. Too frequently, the concern seems to be over the program content with little or no concern over control of cost. Since many finance members believe that this lack of concern is the basic problem, they simply "turn off" people who don't give this issue enough emphasis. So, I think that it's important that somebody starts addressing this issue, and I think whoever does is going to gain a great deal of confidence from the Finance Committee members.

The next issue is equity with local school districts. Now, it's been stated frequently that urban school districts receive over $1,200 in State general funds per student, while SOS receives less than $800 in State general funds per student. But a more meaningful figure is total support from all sources. Based upon this standard, SOS rural students receive $3,200 per student as compared to approximately $1,500 per student in district schools with enrollments over 500 Average Daily Membership. That gap of $1,700 is tough for an urban legislator to explain back home and still be back the next session. Now, some legislators understand the need for this gap, but they are really put in a difficult position when rural people come in and say, "The money you are giving us now isn't enough. We need more!" When compared to district schools under 500 Average Daily Membership, the average statewide total support per student is only $2,200, so you still have a gap of $1,000. If you are really interested in improving rural education, and can voluntarily admit that this is a great gap, you will gain a gread deal of Finance Committee members' confidence.

The next issue is local effort. It's estimated that district schools presently provide from one to twenty percent of total school support from local funds. The House Finance Committee generally agrees with the concept of local support for two reasons. First, based upon realistic facts, the State General Fund faces a possible bust in three to four years. Therefore, local governments are going to have to continue to carry a percentage of the load. There has even been talk, not official, that if the bind gets bad enough, the Finance Committee members' first responsibility is to the State General Fund--that's why they were elected. If the State gets into a bust situation, there is only one place the load can be carried--that's by shifting it back to the local.

In addition, I think the Finance members generally agree philosophically with the concept of local support. It can be illustrated this way. If you make a decision one night that's going to cost more local money, when you meet your friends on the street the next day, they may come up to you and say that your decision is going to raise their taxes. When you know that you're going to have to answer to your friends and neighbors, you're not going to be so quick to make decisions that are going to cost more money. For these two reasons, realistically and philosophically, the House Finance Committee members are going to have a difficult time adopting a bill that provides 100% State support as part of an SOS reorganization.

The next issue is local government development. This has been addressed by Vic Fischer, and I think that Jack Chenoweth is going to discuss it. Just one comment--House Finance members generally think that the present system is a good system. Now they can be convinced otherwise for various reasons, but generally they believe the present system is a good system.

Physical facilities are also an issue. Some people have said that maintenance in SOS schools is poor, and the buildings are in bad shape. The question is, who is going to make up the difference in the cost if the local governments take over the facilities--the local school boards?

Another issue is ownership of facilities. Who will they belong to? If given over to the local school boards, and they get a poor facility, where is the extra money going to come from to improve the facilities? The State does the job if the building is theirs--they know they have a responsibility and the Finance Committees must accept this responsibility. But if the facilities aren't a State responsibility, it's going to be tougher to get State money to fix your building. The ownership issue should be looked at.

And finally, believe it or not, the instructional program is an issue in the Finance Committees. For example, the Senate Finance Committee Chairman gets extremely upset about the fact that we are putting twice as much money into rural education, and yet the kids are coming out two to three years behind urban students. "Tell me why!!" they ask. I have been there two years now, and I have not yet heard a good solid answer.

The answer that educators normally give is, "The level of funding we have is inadequate. We don't have enough programs. We need more money, more programs and new programs. With them we're going to solve the problem."

But, this doesn't sell, because for years people have come in with a new program and said "We're going to make improvements." Then, one or two years later, when the Legislature asks for the results, the answer is, "Well we haven't been able to work it out yet. Measurement is a difficult thing." This happens over and over! You wonder why Finance Committee people don't jump out with open arms, saying, "Here's the money. You're going to solve the problems." They're upset about it to put it mildly.

Now, Finance members would prefer to hear proposals like this. "The present instructional program is bad, and we don't propose to continue it since it is costing twice as much money as in urban Alaska. We would like to take the money that funded the old program and use some of it for this new idea. In addition, this is how we see the problem. We are going to measure the problem in advance, and every year we are going to come back and report on the successes and failures of our new program."

Because educators have persisted in the type of thinking that upsets Finance members, there is a concern that reorganization isn't going to make much difference when it comes to improving the instructional program. Now, you people that are talking about getting local school board control should be aware that one of the amendments which was tacked on to Senate Bill 122 provided that all the people presently working in the system are going to maintain their rights and present jobs. This amendment is worth your consideration.

In conclusion, the House Finance Committee holds both bills dealing with SOS reorganization. Both bills presently deal with only the military schools. I predict that none of the present committee substitutes are going to be adopted intact. They are going to be compromised, and those of you that are hoping to hang in there and push your version through intact might be sadly disillusioned. Legislators have an impossible task. They have the least amount of time and they have to resolve the problems when none of us can. In other words, you fight it out for years and can't get anyplace. Then everybody comes in and says, "We can't agree, but there's got to be a change," and you expect the Legislature in a short amount of time to solve the problems that you couldn't resolve yourselves.

As a suggestion, if you really want to have a significant input in the present legislation, analyze the extreme range of all present positions, try to understand the make up of the present Legislature and how the members have to vote. Then if you can develop compromises which are realistic to these legislators, while still retaining as many of your ideas as possible, I think that this type of input will have a good chance of being included in the final law.

ACTION ON S.O.S. REORGANIZATION

DURING 1973 LEGISLATIVE SESSION

HOUSE

SENATE

HB 192 introduced by
House HE&SS Committee

SB 122 introduced by
Senate HE&SS Committee

Joint HE&SS
Committee hearings

House HE&SS Committee--
CS for HB 192 (On-base
reorganization)

Senate HE&SS Committee--
CS for SB122 (On-base and
rural reorganization)

House Finance Committee
HB192 CS SB 122 am

Senate Finance Committee--
Fin CS for SB122 (On-base
reorganization)

Senate floor--amends and
passes Senate Finance
CS for SB122

House floor

* *

POSSIBLE FUTURE ACTION
DURING 1974 SESSION

House Finance will prepare
own Fin CS for CSSB 122

House will adopt and pass
Fin CS for CSSB 122

Senate will NOT concur with
House CS for CSSB 122

House will not recede and
appoints 3 members to FCC

Senate appoints 3 members
to FCC

FCC develops compromise CS

House accepts or rejects
FCC CS

Senate accepts or rejects
FCC CS

205

Alaska State Legislature
Senate

JUNEAU, ALASKA

Date: April 1, 1973

MESSAGE TO THE HOUSE

MR. SPEAKER:

The Senate has passed COMMITTEE SUBSTITUTE FOR SENATE BILL NO. 122 (Finance) amended and the same is transmitted herewith for your consideration.

Under the provisions of 44(b) of the Uniform Rules, this bill was not re-typed or re-run. Certified copies of the amendments are attached.

Amendments to COMMITTEE SUBSTITUTE FOR SENATE BILL NO. 122 (Finance) am

Page 3, after line 19: insert the following new matter and renumber the bill sections accordingly:

"* Sec. 15. AS 14.08.110(a) is amended by adding a new paragraph to read:

(3) establish an independent purchasing system necessary to provide for timely and expeditious flow of instructional and related materials."

Page 3, after line 19: insert the following new matter and renumber the bill sections accordingly:

"*Sec. 15. AS 14.08.110(b) is amended to read:

(b) Nothing in this section permits the board of directors to obligate over 75 [50] percent of the amount request to be appropriated or authorized by the legislature."

Page 11, after line 19: insert the following new matter and renumber the bill sections accordingly:

"*Sec. 40. AS 14.14.200 is amended by adding new subsections to read:

(b) An advisory school board may be delegated policy-making authority to establish programs and to operate the schools in their community. A board desiring this authority shall submit a request to the board of directors for state-operated schools, outlining the powers it desires to assume and the manner it proposes to implement those powers. The advisory board may assume the additional powers immediately upon their approval by the board of directors.

(c) The board of directors shall act on an advisory board's request for policy-making authority within 90 days of its submission. An advisory board may not be delegated powers or duties which are not vested in the board of directors."

On page 25, between lines 21 and 22, insert:

"*Sec. 94. When an attendance area is established as an education service area under this Act, the non-certificated employees retain all accrued rights and benefits earned or accumulated as state employees. Accumulated or earned benefits, including but not limited to seniority, salary level, leave, and retirement accompany the non-certificated employee who becomes an employee of the education service area. The by-laws of the education service area shall provide for a system granting the same benefits that the non-certificated employee enjoyed as an employee of the state."

On page 25, line 22, strike out "94" and renumber accordingly.

Beverly Ketcham
Secretary of the Senate

Remarks by Robert Isaac, Special Assistant

Office of the Commissioner of Education

First of all I should like to agree with Mr. Fischer on his comments that there exists within the present legal framework the flexibility needed for a high degree of local autonomy whether you go the city district route or whether you go to one of the options in borough organizations. I would also agree that a different system other than these probably is not necessary.

In the comments that were made during the various presentations earlier in the afternoon I think I heard some concern that should certain types of organizations come into being, meaning school organizations, there might be a higher degree of fiscal responsibility demanded of these new entities, whatever they might be, then is currently required of the existing types of districts. This, of course, would not be true. Whatever districts are formed would be treated equitably. Today there is a great range in the size of districts within the State. The smallest has approximately forty-seven (47) youngsters, the largest, approximately 34,000. There are great geographical differences between districts as well. But they are all treated within the framework of the State foundation program equitably. They all get their fair share. The foundation program is geared to the wealth of districts as well as people, enrollment, degree of isolation, higher cost of secondary and certain categorical educational programs.

There are multiple State support programs at the present time, and I suspect these will evolve over the years into something different. They are always subject to some change. But the next step, I believe is going to be something comparable to what has often been referred to here as full funding of the basic instructional unit.

When the State's finances permit and when the Legislature thinks we have reached this point, I believe a formula involving this approach will certainly take place. I think nationally, the trend is toward a higher degree of State support. At the present time nationally, State support, nationally, is approximately 50% with another 50% coming from a combination of sources: local, federal, county. Alaska State support currently varies from 70% to 90% depending upon a number of factors with the statewide average being approximately 72%. It is the intent of the foundation program to provide or guarantee sufficient funds for at least a basic education program for each district.

It may be able to go further than that in some instances, but at least that's what we hope the present funding system does. Some districts will find that they have to provide a certain amount of local support in addition to that provided by the State.

Local control in addition to any matching requirement in the State foundation program reflects the special needs of a given district and the district's desires beyond "basic education".

Probably one thing to consider in the formation of entities to carry on the school function or other municipal functions, is that as you gain prerogatives you also gain responsibilities. There probably is no way that the Legislature or those responsible for putting programs into effect will pass along prerogatives without attaching some type of responsibility. So I believe that any scheme advocated that says we want to be able to do all of these things but not have the responsibility that goes with it, simply would not got. At least, a large segment of our population would probably object. I think that with these comments we should now proceed with the other panelists.

Excerpts from the Edited Transcript

The Forum Sessions were recorded on tape. This tape was then transcribed. Any speech that the transcriber could not understand was deleted. The deletions are indicated by three dots (...) in the transcript. This transcript was then edited with the objective of turning this verbal document into a written one. The usual repititions and ungrammatical constructions that people are prone to in speech have been eliminated or corrected. Every effort was made not to alter the speakers' meanings. This edited transcript is on file in the Center for Northern Educational Research office at the University of Alaska in Fairbanks.

The following section is made up of excerpts from the edited transcript. They are in the nature of brief quotations from many speakers that seemed to represent attitudes and ideas brought out during the three days of sessions. Of necessity they are brief and disconnected, but it is hoped that they give a feeling of the atmosphere of the Forum.

In many cases it was not possible for the transcriber to identify individual speakers and no attempt has been made to do so here. It was not the intent to try to relate a particular comment to a particular person but to select statements that were representative of what was coming out of the group discussion.

Each of us as individuals, whether we are with Native associations or with State or Federal agencies, is truly interested in the one goal of providing the maximum and the most efficient method of educating children, and I think that should be the tenor of all our discussions. We may, I am sure, from time to time disagree as to the methods of doing this, as to the specific delivery system, but I don't believe that there is any question that each of us is truly interested in achieving that maximum goal in education.

We had an informal meeting this morning of just the Native participants from the different regions throughout Alaska. Informally the one priority above all else that was set by these people was for local control.

When you think back to the years and years that rural Alaskans have had elementary and secondary schools in their villages and have accepted from the time that they knew anything about education that education was run by experts out of Anchorage and out of Juneau, and when you think that there is the possibility that people on a local level within a village may have some right to participate in the education of their children, whatever method by which we provide for them, then we have a duty, I think, under our Constitution to give the maximum and best education.

If the villages are allowed to proceed at their own rate, how long before you see ASOSS decentralized or completely phased out? Isn't it pretty well perpetuating itself even though you have on record that you are in favor of decentralization?

. . .

Well that question surely relates to our continual concept that we are a transitional district... There would be no reason, if we are flexible and truly a transitional district, why we cannot continue to provide services as long as the services were required. I believe that is consistent.

While it is expanding the concept away from just State-Operated Schools, half of the students that we have in rural Alaska, half of our villages, are still BIA.

It was just in the last couple of years that the majority of the Native people began to think of education as they would like to see it. While initially we may make a few mistakes and everyone makes mistakes and mistakes have been made for years, I think it's a trend that is very good that we are getting people from rural Alaska who are truly interested in the education of their students.

The State of Alaska and the Department of Education represent all the citizens of Alaska. That includes us on the military bases. It never ceases to amaze me but there are those who are willing to relegate military parents to the position of second-class citizens while in the next breath they support local control for others.

I had, I think, forgotten about village life and about the educational system out there. It's been a number of years now since I left - went on to college and lived in Fairbanks - and his comments about the communication problem, about the distance between the village and an urban center such as Anchorage or Juneau made a lot of sense. These are truly problems that do exist. It is something that happens I think with any governmental unit that is away from people.

It appears to me that government has to come closer to people. The delivery of services and the administration have to come closer to people.

I haven't heard anyone yet speak for the status-quo and leaving things as they are. There seems to be an undertone of thinking that definitely some sort of change in the delivery system and the administration must be made if we are truly to have education on a higher level in rural Alaska.

I would like to point out that military children have the same needs as all other children do in terms of education plus they have a couple of other somewhat unique problems in that they are required to move periodically. One of my own youngsters is now in the eighth grade and has attended nine schools.

I think that Alaska has a fine opportunity to become a national leader in providing educational services as required by Federal law to the military community.

Representation has become a big thing with us because we feel that the responsiveness of the existing educational systems has not been adequate to the needs of the children on our installation.

I think that one of the most important things - probably the second most important, the most important being the education of the child - the second most important thing is where are the bucks going to come from to run this system?

One of the great fears that we have regardless of how the thing comes out is that on Friday we are going to be in one system and on Monday we are going to be in another and that does not provide for good management action.

What is local control and how does it fit into whatever system? . . . To us local control has to do with money. We contend that the guy that controls the dollars controls the system.

I would just like to say that if you take a position without the opportunity of involving everybody down to the grass roots that has an interest, the credibility of the decision that is made is very, very low.

However this monster or this creation will be developed I don't know. This is what we are asking the legislators to consider. This is a very brief skeleton outline.

I'm sure the question has crossed your minds, what would be the difference between this type of regional organization and the BIA or the SOS? We have never had the privilege of working with a certain amount of money. You know, money is always allocated for an area. This would bring the money down to the local level.

I'm sure that there would be many mistakes, but they would be our mistakes and we would see them.

When you have 100% of the administrators polled stating that they don't want the present system then that's mandate enough to have some sort of a change and I hope we will keep this in mind as we proceed.

I'm sure you are also very much aware of the fact that military children represent about 50% of the children in the unorganized borough system.

I think we also see ourselves as the last pure, if you want to call it, culturally pure area where education is important to the preservation of our culture. I think in our area which is the last place in which the white man came the culture is yet pretty much unaltered today. I think we would like to keep it that way. We recognize that education is going to play a major role in the preservation of that culture.

At college they were teaching me how to read and think as a white man. I had constant problems with the professors. I would keep explaining to them that what I was writing down on paper was what I was thinking - the way I had learned to think as a Native person.

But since the rural area has been able to operate regionally I think that the answer for the decentralization of education should be that the regions should be given the power to operate those schools because the majority of the villages in rural areas are not yet able to run these kinds of affairs. They don't have the economy or they don't have the know how yet to write a form to Washington, D.C. to get the funding that they need for those projects. Places like Juneau and Anchorage have learned that. The regional units have learned to operate under such a system. I think everybody should realize we cannot take drastic changes.

Who really decides on what's going on. It's not the people in that region. It's always somebody out someplace else because there is a big problem here. The money that we get for the schools comes from one central place. When it's sent to another location, those people set up regulations for the other areas that go through that central office to get what they need. I find it very hard to understand why somebody down at Juneau would know what is good for us.

The majority of the students were dissatisfied not with the subjects, not with the teachers but the system in which they were being educated. That system is geared only to train you to work in an office eight hours a day in an area where over eighty percent (80%) of your food is off the land. These students realize that, and it is really frustrating.

But then you never knew or heard of any educated Eskimos because they were pretty much satisfied with their own way of life. They were contented; they had the resources. They may have had some bad times, but they were able to cope with it, to live with it, because they depended on the land for their subsistence.

In the past couple of days in listening to the many position papers it became apparent to me that there is a lot of frustration.

It was hard for me to try to think statewide.

If I have understood you correctly, the full instructional unit or the value of the instructional unit which presently is $20,250. is not fully funded to every district. By this I mean the least amount that the State guarantees a district is 90% of this, for the remaining 10% equalization takes place. It's a system geared to the wealth of the district. Some districts that do not have very much wealth per pupil received 99% of the value of the instructional unit while seven or eight districts are getting 90%. The others range somewhere in between 90 and 99. At the present time there is an amount of required local effort for every district, and this is a variable.

But, if we are to follow our system of government in the State spoken to in the Constitution where we recognize cities and boroughs as the form of government, we feel very strongly that the existing form should be used without the creation of another type of system.

"The time is right for changing rural education in Alaska." There is going to be something going on in this coming session of the Legislature. Legislation concerning the structure, the finance, etc. of rural education in Alaska can be passed and put into law by the people through their representatives in the Legislature.

I think the legislators themselves must focus on Section 7 of the Constitution which says that the education for the children of Alaska will be provided by the State. You know, we have never fulfilled that Constitutional obligation since 1958 when we became a State.

This focus also goes on toward certain issues that came up during the talks that you have heard here during the last couple of days. These seem to be local control, regionalization, decentralization, and, of course, finance.

The issue is that there is a dual State system in Alaska and there are differences.

In the borough - city schools we have local control by locally elected boards. In the unorganized borough we have State control by a board appointed by the Governor.

In the boroughs we have foundation programs with a mandated level of State support. In the SOS schools we have a budget that is submitted to the Governor and then to the Legislature. The amount is set by those bodies without any mandate as to the amount.

We don't want change for the sake of change. Change has to be oriented toward some positive effect on the quality of education. But always implied was that quality was the primary consideration. We have had that point brought to our attention in much of the testimony or statements that we heard in the position papers.

I think that probably one of the most significant things that I have found in the last couple of days and one of the things that became increasingly apparent in looking at the issue is the really wide difference in the way that I as the representative of one of the regional Native associations look at the issue as compared with say the account that Mr. Guthrie gave on behalf of the State. He was talking dollars and did a very good job.

As I was covering the costs and the State contribution of costs I pointed out that, of course, the State was paying approximately $1,200 for students in the organized boroughs or independent school districts and at the same time it was spending less than $700 for students of the State-Operated School System. I think there is a very significant difference there.

I feel that the State-Operated School System was a very good concept for that point of time that these schools were adopted. However, the main problem there which started to cause problems is again the client being unhappy with the system and not really ever having the opportunity to be a part or to feel as though it is a part of that system.

I would like to see at least at this point a very healthy interaction in trying to relate dollars to people and people to dollars. I guess that's where the real problem has been in rural education. Those dollars just don't relate. Maybe we don't relate to those dollars.

I think you'll find that finance committee people generally tend to look at hard facts; find hard facts.

...the school system passes on and directs the culture of the people that control it.

First it appears to me that a clear definition and understanding of Federal, State and local agency responsibility is needed for the education of Native Alaskans. I'm talking in terms of the Native Alaskans' rights as citizens and the Native Alaskans' rights with their trust relationship and the Federal government.

Another issue in this case we are talking about is Indian and/or local control or direct influence over education programs that affect Native Alaskan children. We have community schools with predominantly Native populations. We have large schools with multi-cultural student populations.

First, the creation of a State policy board for Native Alaskan education. The reason I say that is from my current position nationwide the special education needs of the Native American are not being met.

Unless you have hard facts to base your demand for needs on you are not going to be listened to.

I would present that as a question not to the non-Native community but to the Native community - Is the retention of various Native cultures important?

Is the present school system capable of a multi-culture effort? If it is not, I think the public school system is in for a long, hard unpleasant series of events that may shake its very roots.

An important concept that I would like you to at least think about is that the schools must reflect rather than teach about and I would like to repeat that - the schools must reflect rather than teach about the culture.

According to the Senate sub-committee report, and Alaska was included in the hearings in 1968 and 1969, the Native communities throughout the country were more aware of the needs of their children in their communities than the professionals. I think after listening for a couple of days that would be a difficult statement to challenge.

There was a two school system in Alaska prior to statehood. The two school system was BIA and District, independent district school. BIA schools were, of course, Native oriented. The District schools were white oriented. Today there is a three school system: BIA, Borough and SOS.

A question I've heard raised very often is, if you have a small school system or a small school district or a small school can you support adequate curriculum? Can you produce people who can go on to your higher academic training or voc-tech courses and so on like that and work in the modern, so-called civilized world?

Is the Alaska school system, if it is a system, is it a failure?

I would like to know where the research is that says it is better education for higher costs.

The State is going to have to either assume the financial responsibility for the boarding home program or alternative forms of education are going to have to be considered.

Are you talking about quality education in the villages? I would like to ask you who interviews teachers that come up to Alaska making application to the BIA or to the State-Operated Schools for positions in the bush?

Well, we're looking at two basic things, finance and quality, and trying to develop the structure of a system that will provide rural Alaska with an education delivery system comparable with the borough or independent school districts.

Most of us are asking very loud and clear to bring the dollar down to the local level. This is the main thing I think that we are asking for: a budget or the money to work with. I think that he tried to point out some places where money was spent where if we had the opportunity we might have spent it differently. This is what we are saying time and time again.

As far as correspondence courses, I don't feel that that is going to be the answer to education in the rural areas. If it is, you know, such a workable thing, why not try it in some of the over-crowded schools in Anchorage?

We are all sitting here talking about quality education, but really what is quality education? To each one of us quality education is something different.

In regards to quality the school teaches just one culture, the white culture. I'm a half-breed, but I'm not taught about my Eskimo culture. I've never taken a course in Alaskan history. I've never had a course in my own language.

We know what we want in our village. We know that we have to survive in the white way of life. But we also have our own life.

Part of the justification for more finance possibly would be restructuring the whole State system so that we learn about our own Alaskan culture and our own Native American culture. We don't learn a damn thing about it other than the murdering, scalping Indians. We learned that from the white people that came over here. You know, trying to kill them off. This, you know, it's all wrong. We learn about all our Father of our Country. Father of whose country? You know we were here already before. America wasn't discovered. How can you discover a place when people are already here?

You have to make the courses more relevant.

We've got to develop our kids. Some kids sure are going to go on to college. They're going to be educators, teachers. But others are going to be ditch diggers. They're going to be mechanics. We need these people. We need both. Some can cut it in the educational circles and some can't.

The Legislature is very reluctant to give the bush people money because it is controlled by a white majority from the bigger places like Anchorage or Fairbanks who don't give a darn about Natives.

We want teachers who are responsive to our people, who know something. When they come up here, they should know something about Alaska. When they go to a particular locale, they should know something about the people from that area, a little bit about the language, the customs. You know this isn't asking really too much.

The schools belong to the people not to the administrators or teachers.

Then the school makes the final selection. They don't work out, then get rid of them after a year. They're realizing that you just can't fire a teacher. They know that it's a complicated procedure. You have to justify everything. Still, you know, if teachers knew what the community expected, you could probably get a lot more out of them.

You can't tell me that we don't have dedicated teachers and educators that have done their job and done it well. But we cannot stand the few that come up here with the main objective and purpose of a dollar sign in their eyeballs.

The needs in Gambel are not the same as the needs in Yakutat or the needs in Austin.

I'd really like to hear a process on how these things can be accomplished. I think we can sit here all night for the next month and talk about our needs.

...again school board development comes up.

If you keep talking about it, it will become a reality.

There is no way that Stan Friese can hand you control of your area unless he gives you the dollars to go with it.

I don't have any doubt but what there are enough capable administrators in the State of Alaska who, if given the money to run their districts, could do it beautifully.

You are going to have problems sure, but you've got problems now. You've always had problems.

Legislators are people such as yourselves who have been elected to try to do some impossible jobs. I don't think personally you get a lot of mileage out of being too critical of them when you can't arrive at the answers yourself.

But educators again are only part of a system. Just by wiping them out isn't going to make the whole difference. The organization itself doesn't make the change. What you are telling them and the encouragement that you bring is what makes the change.

What we are trying to do is give the legislators something to work with so that they can do more efficiently the thing that I know they are trying to do already and that's take action on the wishes of their constituents.

A success has taken place. There are people talking together on the issue that would not have had the opportunity in the past and we can look forward to other education issues, other matters that have this deep concern of such a broad cross-section possibly being approached in the same format.

One year ago rural education was not receiving the attention that it is today. I am very pleased to see this kind of response and the kinds of questions that are coming up.

Let us take education from where it is at the present time and get our thoughts together and come up with something that will be better in the future. As somebody put it very well before the local communities have a much better handle on the needs. I think it is our job as educators to then assist in delivering that service. But we should not be determining the needs.

The Compiled School Laws
of the
State of Alaska
(1972 Edition)

Chapter 8. Alaska State-Operated School System.

Section
10. Purpose
20. General powers of the system
30. Appointment of the board
40. Term of office
50. Authority of the board of directors
60. Meetings of the board of directors
70. Disqualification for voting
80. Election of a board chairman

Section
90. Powers and duties of the board of directors
100. Submission of plans
110. Supplies and equipment for state-operated schools
120. State payments
130. Compensation and expenses of board members
140. Administration of state-operated schools
150. Administrative duties
160. Bilingual education
170. Bilingual education fund

Sec. 14.08.010. Purpose. (a) It is the purpose of secs. 10 - 150 of this chapter, in creating the Alaska state-operated school system to provide for public education in the unorganized borough.

(b) Secs. 10 - 150 of this chapter do not prohibit an organized borough, city, or village, or a settlement in an unorganized area of the state from becoming part of or being formed into an organized subdivision authorized by law. (Sec. 1 ch 46 SLA 1970)

Sec. 14.08.020. General powers of the system. There is created and established a state corporation to be called the Alaska State-Operated School System. It may in that name

(1) sue and be sued;

(2) receive and hold real and personal property;

(3) contract and be contracted with;

(4) adopt, use and alter a corporate seal;

(5) adopt bylaws and administrative rules for the management and operation of the state-operated schools;

(6) accept grants or loans from and contract with the federal government, the state, or its political subdivisions, and to that end comply with the provisions of federal, state, or local programs when necessary;

(7) do and have done all matters necessary for the purpose of any function set out in this chapter. (Sec. 1 ch 46 SLA 1970)

Sec. 14.08.030. Appointment of the board. There is created the Board of Directors for State-Operated Schools consisting of seven members to be appointed by the governor from the areas served, subject to confirmation by the legislature, provided that at least four members shall be appointed from rural school areas outside of military reservations and organized boroughs. (Sec. 1 ch 46 SLA 1970)

Sec. 14.08.040. Term of office. The term of office of board members is three years. (Sec. 1 ch 46 SLA 1970)

Sec. 14.08.050. Authority of the board of directors. (a) The board of directors has exclusive management and control of all state-operated school matters associated with the state's program of education at the elementary and secondary levels subject to the state laws and the regulations promulgated by the State Board of Education. (am Sec. 11 ch 32 SLA 1971)

(b) The board of directors is responsible for the submission of applications for federal assistance for the unorganized areas through the commissioner of education who, after reviewing the applications, shall transmit them to the appropriate federal agency.

(c) Federal funds and assistance allocated to unorganized areas shall be transmitted to the board of directors or deposited in the school fund of the board, and may not be transferred to any other fund unless authorized by the board and state law. (Sec. 1 ch 46 SLA 1970, effective July 1, 1971)

Sec. 14.08.060. Meetings of the board of directors. (a) Regular meetings of the board of directors will be held monthly, unless otherwise determined by the board, but

(1) a special meeting may be called at the written request of the majority of the members of the board, at a place in the state designated in the call for the meeting;

(2) written or telegraphic notice of all regular and special meetings of the board shall be given each member at least 30 days and 10 days, respectively, before the date of the meetings.

(b) Four members constitute a quorum but a smaller number may adjourn from day to day for a period of not exceeding 10 days.

(c) A regular meeting of the board of directors may not exceed 15 days, and a special meeting may not exceed five days. (Sec. 1 ch 46 SLA 1970)

Sec. 14.08.070. Disqualification for voting. A board member having direct or indirect pecuniary interest in a contract for erection of buildings, heating, ventilation, furnishing, or repairing the buildings, or in a contract for the furnishing of supplies, shall be disqualified from voting on any question involving his pecuniary interest. (Sec. 1 ch 46 SLA 1970)

Sec. 14.08.080. Election of a board chairman. The board of directors shall, during its regular January meeting, elect a chairman. The chairman or his designee shall preside over all meetings of the board of directors and perform the duties provided for in secs. 10 - 150 of this chapter. (Sec. 1 ch 46 SLA 1970)

Sec. 14.08.090. Powers and duties of the board of directors. The board of directors shall

(1) develop a philosophy of education, principles, and goals for the state-operated school system;

(2) select and employ the director of education for state-operated schools subject to the approval of the governor;

(3) approve the employment of the professional administrators, teachers, and nonprofessional administrative personnel necessary to the operation of the state-operated schools;

(4) establish the salaries to be paid the director of education and its regularly employed, certificated staff members provided the director's salary is subject to the approval of the governor;

(5) promulgate rules and regulations covering organization, policies, and procedures, and have printed copies available to all personnel;

(6) initiate questions of policy for consideration and report by the director of education, and pass upon the recommendations of the director in matters of policy, appointment or dismissal of employees, salary schedules or personnel regulations, and other matters pertaining to the welfare of the schools;

(7) require reports from the director concerning conditions of efficiency and needs of the schools, and take steps to appraise the effectiveness with which the schools are achieving the educational purposes of the school system;

(8) submit an annual operational budget to the governor for inclusion in the regular state budget;

(9) before October 1 of each year, cause the school accounts for the year ending the preceding June to be audited by a certified accountant, and immediately afterwards file a certified copy of the audit report with the commissioner;

(10) designate the administrative employees authorized to direct disbursements from the school funds of the board of directors;

(11) submit such reports as the commissioner may prescribe for all school districts;

(12) establish, maintain, operate, discontinue, and combine state-operated schools where it considers necessary;

(13) provide for the construction, purchase, rental, maintenance, and equipment of the necessary school buildings or classrooms for the state-operated schools;

(14) pay tuition and boarding or transportation costs of secondary school students in cases where the establishment of state-operated secondary schools is unsound for economic or educational reasons. (Sec. 1 ch 46 SLA 1970, effective July 1, 1971)

Sec. 14.08.100. Submission of plans. The board of directors shall submit all plans relating to the establishment, discontinuance, or combining of schools to the department, and may not execute these plans until they are approved. The plans shall be considered approved unless they are disapproved by the department within 120 days of submission. (Sec. 1 ch 46 SLA 1970, effective July 1, 1971)

Sec. 14.08.110. Supplies and equipment for state-operated schools. (a) The board of directors may

(1) order, in advance of the school year for which required, necessary supplies and equipment for the state-operated schools;

(2) obligate the funds required for these purchases in advance of the fiscal year for which appropriated or authorized.

(b) Nothing in this section may be construed to permit the board of directors to obligate over 50 per cent of the amount requested to be appropriated or authorized by the legislature. (Sec. 1 ch 46 SLA 1970, effective July 1, 1971)

Sec. 14.08.120. State payments. All funds appropriated by the legislature for the operation of state-operated schools shall be paid by the Department of Administration upon requisition by the director of state-operated schools.

These funds shall be made payable to the board of directors and shall be deposited in the school fund of the board of directors. The amount received may not be transferred to any other fund unless authorized by the board of directors and state law. (Sec. 1 ch 46 SLA 1970)

Sec. 14.08.130. Compensation and expenses of board members. (a) Each member of the board of directors shall receive traveling expenses and the same per diem allowed by law to a member of a state commission.

(b) Per diem and travel expenses of the members shall be paid from funds appropriated for the operation of the schools. (Sec. 1 ch 46 SLA 1970)

Sec. 14.08.140. Administration of state-operated schools. (a) The administrative staff of state-operated schools consists of a director, assistant directors, supervisors, professional and nonprofessional staff.

(b) The principal offices for the administration of state-operated schools shall be located in Anchorage, Alaska. (Sec. 1 ch 46 SLA 1970, effective July 1, 1971)

Sec. 14.08.150. Administrative duties. The director is the executive officer of the board of directors. He shall insure that the programs and policies of the board of directors are faithfully discharged. (Sec. 1 ch 46 SLA 1970)

Sec. 14.08.160. Bilingual education. (a) A state-operated school which is attended by at least 15 pupils whose primary language is other than English shall have at least one teacher who is fluent in the native language of the area where the school is located. Written and other educational materials, when language is a factor, shall be presented in the language native to the area.

(b) The board of directors shall promulgate regulations to carry out the purposes of this section. (am Sec. 2 ch 172 SLA 1972)

Sec. 14.08.170. Bilingual education fund. There is in the State-Operated School System a bilingual education fund which is an account in the general fund to receive money appropriated by the legislature for bilingual education and to be used for bilingual educational program implementation. (am Sec. 2 ch 172 SLA 1972)

Summary of Municipal Law

adapted from

Local Government Hi-lites. Volume
1, numbers 8 and 9. Fairbanks, Alaska: Co-
operative Extension Service, University of
Alaska. November and December, 1973.

revised January, 1974.

	MINIMUM POPULATION REQUIREMENTS	CITY'S EDUCATION RESPONSIBILITY	CITY SALES TAX	CITY PROPERTY TAX	PLANNING	COUNCIL	MAYOR
SECOND CLASS CITY **General Law Municipality AS 29.08.030**	25 permanent residents & over. AS 29.18.020	None. If located in borough, borough assumes educational responsibility. AS 29.33.050	Choice of city residents. Can be voted in up to 3% or 1-3¢ on a dollar. AS 29.43.020 AS 29.53.415	Can be voted in by city voters. ½ of 1% or 50¢ for every $100. AS 29.53.410	May. Don't have to. AS 29.43.040	7 members. AS 29.23.200(a) Are elected for a term of up to 4 years by ordinance.	Council member. AS 29.23.250(c) Is elected for a term equal to that of a councilman by ordinance. Mayor votes.
FIRST CLASS CITY **General Law Municipality AS 29.08.030**	400 permanent residents & over. AS 29.18.010	Shall provide for education. AS 29.43.030 If located in borough, the borough assumes educational responsibility. AS 29.33.050	Choice of city residents. Can be voted in up to 3% or 1-3¢ on a dollar. AS 29.43.020 AS 29.53.415	Not compelled, but may have property taxing powers. AS 29.43.020 (Outside boroughs.) Cities within boroughs may levy property tax. AS 29.53.400 May tax up to 3% on a dollar on assessed valuation of property in one year AS 29.53.050	Shall. AS 29.43.40	6 members. AS 29.23.200(a) Are elected for a term of up to 4 years by ordinance.	Runs for office of mayor and is elected at large for a term of up to 4 years by ordinance. AS 29.23.250(b) Is not council member and can only vote in case of a tie. AS 29.23.260(a) Has power to veto. AS 29.23.270(a)

	EDUCATION	SALES TAX	PROPERTY TAX	PLANNING	AREA WIDE ADDITIONAL POWERS
FIRST CLASS BOROUGH	Is a school district: shall provide and bear the portion of the costs for schools inside borough boundaries. This would include salaries or wages of school teachers, fringe benefits, hiring of school teachers, upkeep of schools such as janitor, payment of utility bills such as lights, fuel for school building, etc. State of Alaska pays at least 90% of basic operating costs. AS 29.33.050	Not required by law but can be voted in by voters; not to exceed 3%. AS 29.53.415	May levy & collect property taxes. Taxes not to exceed 30 mills or 3% of assessed valuation. AS 29.53.010	Shall serve as planning authority. AS 29.33.070	May assume additional area-wide powers by transfer from a city or cities or by vote of the people. AS 29.33.250
SECOND CLASS BOROUGH	Same as first class borough. AS 29.33.050	" AS 29.53.415	" AS 29.53.010	" AS 29.33.070	" AS 29.33.250
THIRD CLASS BOROUGH	" AS 29.33.050	" AS 29.33.415	" AS 29.41.010	No authority to undertake planning. AS 29.41.010	Service area authority is granted. AS 29.41.010

Alaska Statutes 29.18.030. Organized boroughs. An area may incorporate as an organized borough if it conforms to the following standards:

(1) The population of the area is interrelated and integrated as to its social, cultural and economic activities, and is large and stable enough to support organized borough government.

(2) The boundaries of the proposed borough conform generally to natural geography and include all areas necessary for full development of local services.

(3) The economy of the area includes the human and financial resources capable of providing local services, evaluation of area's economy includes land use, property valuations, total economic base, total personal income, resource and commercial development, anticipated functions, expenses and income of the proposed borough.

(4) Land, water and air transportation facilities allow the communication and exchange necessary for the development of integrated local government.

DELIVERY OF EDUCATION IN THE UNORGANIZED BOROUGH

A Resource Paper

Compiled by:

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Center for Northern Education Research
University of Alaska
Fairbanks, Alaska

August, 1973

TABLE OF CONTENTS

Page

1. CENTER FOR NORTHERN EDUCATIONAL RESEARCH

A. Advisory Council Membership 1
B. Summary of Issue - Aug. 21-22 3
C. Summary of Plan for Analysis 9
D. Discussion Outline 12
E. Invitation to Meeting - Feb. 21 21
F. Invitation to Meeting - Feb. 26 27
G. Invitation to Meeting - July 20 30
H. Information Letter - Oct. 22 34
I. Information Letter - Nov. 16 36

2. LEGISLATION, LEGISLATIVE VIEWS

A. Senate Bill 122 and House Bill 192 (Identical) 46
B. C.S. for S.B. 122 (HESS Committee) 60
C. C.S. for S.B. 122 (Finance Committee) 89
D. C.S. for House Bill 192 (HESS Committee) 114
E. Rich Guthrie Outline 127

3. CLIENT POSITIONS AND TESTIMONIES

A. Rural Alaskans Speak for Themselves 141
B. Questions and Answers on Alaskan Education 148
C. A Modest Proposal 160
D. Galena Advisory Board Position 175
E. Military Position 184
F. General Sherrill's Letters and Papers 190
G. Joint Senate House Hearing - Jan. 23 195
H. Transcript of Feb. 15 Meeting - CNER 210

4. STATE-OPERATED SCHOOL'S PAPERS

A. Issue Analysis - Aug. 20, 1973 269
B. Recommendations Draft Copy #1 302
C. Recommendations Draft Copy #2 317
D. Murphy Paper 354
E. Summary of S.O.S. Options 376
F. Comparison in a Nutshell 380
G. A Comparison of Major Decentralization Plans 381

5. DEPARTMENT OF EDUCATION PAPERS

A. Overview Dept. of Education Strategy for Transition.....385
B. Marshall Lind Letter - Jan. 28.........................392
C. H.B. 192 and S.B. 122 (a brief explanation)...........393
D. Commentary Explanatory Notes.........................405
E. Ernest Polley Memo on S.O.S. Phase-out-Dec. 18, 1972...408
F. Problem Definition and Proposal Summary.............. 412
G. Possible Education Service Area...................... 413
H. Problem Identification Recommendations, Dec. 28, 1972...421
I. Memo Index of A.G. Opinions, June 28, 1973.........426

6. OTHER AGENCIES

A. Byron Mallott.......................................444

7. DATA SHEETS

A. S.O.S. Rural Enrollments............................457
B. B.I.A. Enrollments..................................460
C. Map, S.O.S. Schools.................................462
D. Currently Operated Secondary Programs...............463
E. Current Purposed Secondary Schools.................. 465
F. Potential Local High Schools........................ 466
G. Statistical Study, Secondary Schools................467
H. B.I.A. Monthly Enrollment Summary...................468